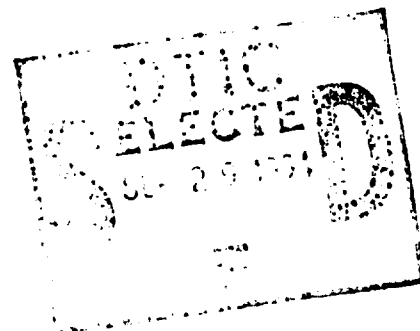


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THE ROLE OF THE FEDERAL GOVERNMENT IN
THE CIVILIAN CONVERSION OF
MILITARY INSTALLATIONS:
A CASE STUDY OF GENTILE AIR FORCE STATION

THESIS

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AFIT/GLM/LAL/94S-16

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THESIS

Presented to the Faculty of the Graduate School of Logistics
and Acquisition Management
of the Air Force Institute of Technology
Air Education and Training Command
In Partial Fulfillment of the
Requirements for the Degree of
Master of Science in Logistics Management

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September 1994

Preface

The purpose of this thesis is to determine the appropriate role of the federal government in assisting communities affected by closure of nearby military bases. The study included a study of historical data, a case study of the closure of Gentile Air Force Station, and a cross-site analysis of communities across the nation that have been affected by base closures.

This research effort was made possible by the invaluable assistance of many people. We wish to thank all the participants in the case study and the cross-site analysis for taking the time to provide us with an abundance of relevant data. We especially thank Mr. Dan Dollarhide for supporting our research effort during the case study segment. We also thank our thesis advisors, Dr. Craig Brandt and Lieutenant Colonel John Shishoff, for their direction. Captain Eshbach thanks her husband, Dave, for his unfailing and enthusiastic support throughout the exhaustive thesis process.

Calvin S. Hall

Jodie L. Eshbach

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Abstract

In 1988, the Department of Defense (DOD) began a massive series of military base closures. Affected communities must contend with regulations of numerous agencies which impact the closure process. Since 1961, DOD's Office of Economic Adjustment (OEA) has assisted communities in their attempts to recover from effects of base closures. In the 1980s and 1990s, the government's level of involvement increased; it added the Air Force Base Conversion Agency (AFBCA) and the Base Transition Office (BTO) to assist communities' recovery efforts. Through a review of historical data, a case study of the conversion activities at Gentile Air Force Station, OH, and the cross-site analysis of 13 other closing or closed bases, the authors studied the functions and activities of the three main conversion agencies. Recommendations for the Federal Government include providing timely and relevant training for community leaders on the conversion process, and developing a single agency based in Washington, with a staff at each closing base that is empowered to carry out the functions of the OEA, AFBCA, and BTO.

THE ROLE OF THE FEDERAL GOVERNMENT IN THE CIVILIAN
CONVERSION OF MILITARY INSTALLATIONS:
A CASE STUDY OF GENTILE AIR FORCE STATION

I. Introduction

General Issue

The Department of Defense (DOD) operates more than 3,000 military installations. Of these, only a fraction are critical to national security. The others continue to operate because the political process has been unable to coordinate a plan for eliminating them (Malamed, 1988:84). Base closures are difficult for politicians because the closures disrupt local economies, force employment changes, and drive the reallocation of resources. Because Congressmen and Congresswomen protect the bases within their constituencies, they rarely agree on specific closures.

In 1988, for the first time in more than a decade, Congress approved the closure of military bases; the 1988 closure list included 29 bases. Congress approved a second list in 1991 and a third in 1993. The closures could have major economic consequences for adjacent communities. In an effort to minimize the impact of base closure, the Federal Government will spend \$20 billion from 1993 through 1998 to assist in the conversion of military facilities and

technologies to civilian uses ("Clinton," 1993:4). The White House has challenged the government to find alternate uses for technology, retrain defense workers into new fields of work, and assist in the economic recovery of communities affected by installation closures ("President," 1993:3).

Such a commitment may be difficult to fulfill because in past years the Federal Government has been more concerned with disposal of closed installations than community redevelopment (DOD, 1994:16123). The role of the Federal Government in closure operations has continually evolved as more federal agencies have become involved in the closure process. The number of different agencies has complicated the closure process, resulting in confusion among community redevelopment coordinators who perceive added layers of bureaucracy (Cunningham, 1993:1-6). Because no standardized procedures exist, each installation closure is different. The lack of standardization suggests that some closures will be less successful than others. The key issue in this study is the division of roles among the agencies involved in base closures.

Specific Problem

This thesis will address the following research question: "What is the appropriate role of federal agencies in the successful civilian conversion of military bases?"

Investigative Questions

To answer the research problem, this study will provide answers to the following investigative questions:

1. What federal agencies participate in the civilian conversion of military installations?
2. What are the roles and activities of these agencies in the conversion process?
3. Which activities have led to successful base closures?
4. How do affected communities view the involvement of federal agencies in the conversion process?

Definition of Terms

Certain terms are used frequently throughout the thesis. The following definitions are provided to eliminate ambiguity.

1. Closure: "Closing a military installation means the DOD is recommending that the primary missions and functions of an installation cease to be performed at that installation" (DOD, 1991:31).
2. Conversion: "Change from one use or purpose to another" (In this thesis, from military to civilian use) (U.S. Congress, 1990:780).
3. Military Installation: "A base, camp, post, station, yard, center, homeport facility, for any ship or

other activity under the jurisdiction of the DOD, including any leased facility" (Suttie, 1990:2910).

4. Community: "The people living in a particular place or region linked by common interests" (In this thesis, the common interest is the effect of a particular military installation closure) (Webster, 1965:724).

Thesis Overview

Chapter II describes the methodology used in this study. It presents and explains the specific research instruments used in data collection and analysis. Chapter III presents a literature review of base closure. It summarizes the base closure process and the federal government's involvement in conversion from 1961 through 1994; it also describes previous research of the base closure process and the responsibilities of each agency involved in the process. Chapter IV describes and analyzes data obtained from a case study of Gentile Air Force Station (AFS), Ohio, from July 1993 through June 1994. Chapter V presents the results of a cross-site analysis of recent base closures. Chapter VI contains conclusions, recommendations, and suggestions for future studies.

II. Methodology

Introduction

This chapter discusses the methodology used to conduct this research project. First, it explains the two-tiered research design. Second, it describes and justifies the specific methods used to study each of the two areas of the research design. Third, it describes the population of interest and the research instruments.

The Research Design

To effectively study the role of various agencies in the base closure process, it was necessary to examine the subject from two different perspectives. First, a historical perspective was needed to trace the evolution and current state of the base closure process and to determine what activities have ensured successful conversion in the past. Second, the perspective of affected communities and participating agencies was needed to provide data about inter-relationships between communities and the agencies they must work with. This perspective was also needed to point out any differences between functions the agencies are supposed to perform and the functions they perform in actuality, as well as to study the base closure process itself.

Historical Perspective. To provide the historical perspective, the historical research process was used.

L. R. Gay, in his book *Educational Research*, states that historical research can lead to conclusions concerning trends of past occurrences that may help explain the present and anticipate future events. He adds that certain issues can be better understood in light of past experiences (Gay, 1987:9-10). To execute the historical research phase of the study, an extensive literature review was conducted. It was designed to accomplish three objectives. The first was to survey past base closure research to avoid duplication of effort. The second was to study the functions of the various agencies which participate in base closure. The third was to determine what specific local or federal initiatives or activities have resulted in successful conversions.. Through a review of periodicals, government reports, and news releases dealing with involved agencies and communities, all three of the objectives were met.

The Perspective of Communities and Involved Agencies.

This perspective required a study of communities and agencies involved in base closure activities. Because the number of closing bases is large and the bases are distant, time and resources prevented visiting even a small number of them. The case study method was considered the most appropriate methodology for this phase of the research. According to Robert Yin, case study research is appropriate "when the investigator has little control over events, and

when the focus is on a contemporary phenomenon within some real life context" (Yin, 1984:13). Further, Yin writes that the case study method may be used in such settings as:

1. Policy, political science, and public administration research
2. Community psychology and sociology
3. Organizational and management studies
4. City and regional planning research, such as studies of plans, neighborhoods, or public agencies. (Yin, 1984:13)

The study of federal involvement in the base closure process impacts each of these four areas. Therefore, the case study method is well-suited for this research project.

According to Gay, the case study method reveals the factors and the relationships among the factors which have resulted in current behavior or status. Gay points out that generalizability is a limitation of the case study method (Gay, 1987:207). This limitation requires careful selection of the site for the study (Marshall and Rossman, 1989:54). For this study, selection of a single site was necessary to provide a focal point from which to examine the base closure process and its participants. Marshall and Rossman write that the ideal site for a case study is one where:

1. Entry is possible
2. There is a high probability that a rich mix of many of the processes, people, programs, interactions, and/or structures that may be a part of the research question will be present

3. The researcher can devise an appropriate role to maintain continuity of presence for as long as necessary

4. Data quality and credibility of the study are reasonably assured. (Marshall and Rossman, 1989:54)

A nearby base provided an excellent case study.

Gentile Air Force Station (AFS), host base of the Defense Electronics Supply Center (DESC), is located in the city of Kettering, a suburban area within the metropolitan area of Dayton, Ohio. The closure of Gentile AFS was announced in 1993; its official closure date is 1996.

Gentile was a good case study because it met the four characteristics outlined by Marshall and Rossman. The proximity of the base ensured easy access and entry to meetings, offices, and documents. Gentile had just begun the closure process when the study began, so it allowed an examination of the closure process from its beginning. The base contained the agencies, personnel, and activities common to base closures nationwide, therefore, the quality and credibility of the data gathered from Gentile were reasonably assured. The case study method was used at Gentile to assess the closure process itself, the relationships between agencies and the community, and the extent to which agencies carried out their intended functions.

Marshall and Rossman point out, however, that "it is difficult to generalize from single cases" (Marshall and Rossman, 1989:48). They add that local variation cannot be

explored unless multiple cases are compared, and "cross-site analysis" can provide such a comparison (Marshall and Rossman, 1989:48). Therefore, a cornerstone of this phase of the study is a cross-site analysis, used to help identify major patterns in agency-community relations, the closure process, and agency functions. To accomplish this analysis, data were gathered from 13 bases selected from the lists of closing bases.

Population of Interest

The population of interest for the historical research phase of the project was all military installation closures. Although all closures were investigated, those closed in the 1980s and 1990s were emphasized in this study. During the 1960s and 1970s, more than 80 bases closed, and these closures indicated trends and changes in the conversion process and the roles of involved agencies. The 1988 and 1993 closure lists contained more than 100 bases, and several of these have already closed. These bases provided relevant and current data with which to assess the appropriate roles of closure participants and the characteristics which determine conversion success.

The population of interest for the case study and cross-site analysis includes individuals in the communities and agencies associated with the bases studied. In the case study of Gentile AFS, the population consists of the city

manager, individuals comprising the community's reuse committee, the Base Transition Coordinator, the DESC Reuse Coordinator for the city of Kettering, and members of the following agencies: Environmental Protection Agency (state and federal), Office of Economic Adjustment, and the Air Force Base Conversion Agency.

The population studied for the cross-site analysis consisted of individuals in affected communities who are responsible for base conversion activities. The bases chosen for the cross-site analysis were systematically selected. The first 10 were chosen because a 1993 report from the Office of Economic Adjustment identified them as bases which had officially closed. The perspective of these bases was useful in viewing the closure process from beginning to end. The remaining bases selected for the cross-site analysis were chosen from the 1993 closure list. The data gathered from these bases is compared to that gathered from Gentile AFS, because they began their closure activities at the same time.

Research Instruments

For the historical research section of the study, data based on secondary references were collected. Sources included periodicals, books, theses, government studies and reports, and literature from investigated agencies.

For the case study method and cross-site analysis, two research instruments were used. First, the technique Marshall and Rossman refer to as participant observation was used in the study of Gentile AFS (Marshall and Rossman, 1989:81-82). The participation type was overt (Gay, 1987:208). DESC Reuse Committee meetings and sub-committee meetings were attended, and participants performing their daily activities were observed.

The second research instrument, used in both the case study and the cross-site analysis, was the in-depth interview. According to Marshall and Rossman, this technique is heavily used in qualitative research. They write that qualitative in-depth interviews are "more like conversations than formal, structured interviews," and that they allow the participant's perspective to unfold as the participant speaks. By exploring general topics and allowing the respondents to structure and frame their responses, the effect of the researcher's perspective is minimized. Marshall and Rossman add that in-depth interviewing allows quick collection of a wide variety of data and allows immediate follow-up interviews (Marshall and Rossman, 1989:82-83).

For the cross-site analysis, in-depth interviews were conducted with a representative from each of thirteen communities affected by base closures. The representatives included planning coordinators and heads of local conversion

agencies. These interviews provided a basis by which to assess trends in attitudes, problems, and issues concerning the base closure process. These interviews were conducted via telephone.

The in-depth interview was also a key part of the case study method. The interviews, conducted in person, allowed an assessment of the perspectives of the various agencies involved in the Gentile AFS closure, facilitating the comparison of attitudes and opinions. Further, the combination of interviewing and observation allowed the verification of description against fact (Marshall and Rossman, 1989:82). Many of the respondents in the case study and the cross-site analysis wished their comments to remain anonymous. In such cases, comments are provided but not attributed to specific individuals.

Summary

The design for this qualitative study was based on a two-phased approach. First, to gain a historical perspective, historical data were used to perform a thorough literature review. Second, to study the process of base closure, the functions of the participants, and the relationships between the communities and the agencies, the case-study method and cross-site analysis were used. In-depth interviewing and participant observation were used to carry out the case-study and cross-site analysis.

III. The Review of the Related Literature

Introduction

The role of the DOD in the conversion of military bases to civilian uses has evolved continually since the first base closings began 33 years ago. In order to determine what the Federal Government's role in conversion should be, it is necessary to review information about previous base closures and conversions and how the government has assisted in them. The review of the related literature serves several purposes. First, it reveals the results of previous relevant research and avoids its unintentional duplication. Second, the review provides the understandings and insights needed for examination of the problem being studied (Gay, 1987:36). It contributes information that may be helpful in assessing the success of the conversion efforts and the appropriate role of the government.

The review focuses on the economic and political aspects of conversion, the Base Closure and Realignment Commission, research on specific base closures, methods available for transferring property, and aspects of previous conversions which have proven successful. In addition, the review follows the evolution of the Federal Government's involvement in the conversion process and includes discussion on the current roles of involved agencies, the 1993 federal "Community Reinvestment" Program, and the interim leasing process.

Economic and Political Aspects of Base Closure

Increasing Federal Government involvement in civilian conversion of closed military bases is a recent trend. The base closure process is not new, however. In 1964, the Secretary of Defense began action to terminate operations at unneeded bases. Over the next thirteen years, the government closed eighty major bases, often over the strong objection of local communities (Malamed, 1988:84). Military bases contribute to local economies in terms of "procurement of supplies and services of the military, employment by the military of uniformed and civilian personnel, and the consumption of goods and services by personnel on military payroll" (Coyle, 1992:1). Residents and politicians become concerned when a nearby base closes, because they fear negative impacts on the local economy (Malamed, 1988:84). In a 1976 thesis, Robert Parsons concluded that local communities protest the closure of nearby bases because they overestimate the importance of military bases to local economies (Parsons, 1976:2).

The perception that a base closure will negatively affect nearby economies may be the result of previous unsuccessful conversion efforts. For example, following the announcement of the closure of Richards-Gebaur Air Force Base, Missouri, the community received a court injunction to prevent the base from closing, arguing that the Air Force had not adequately considered the impact on the community.

After the legal matter was resolved, the base closed, and the city lost 4,000 jobs. Efforts to convert the facility to civilian uses, including an airport, a college, and a manufacturing plant failed (Parsons, 1976:1). A decade later, only 327 replacement jobs had been created (Malamed, 1988:84).

One factor often not considered is the time it takes a community to recover from an installation closure. Impacts of shutdowns can range from the loss of 15 civilian personnel to thousands in some communities (OEA, 1993a:6). Also, the relocation of many military members can represent a great regional income loss to the area. The transition period often takes between three and five years, but for some bases, it can take much longer for complete redevelopment to occur. According to the OEA, the reuse of a former military installation for alternative uses requires a long-term horizon for full execution of planning and redevelopment strategies. The degree of public and private investment may warrant a development timeframe of 20 to 30 years, during which time, physical infrastructure improvements or changes in economic conditions must be accommodated (OEA, 1990:17). Consequently, the excessive length of time necessary to convert a base is one of the most frustrating aspects of the transition process. Failures such as Richards-Gebaur, therefore, created political pressures to keep bases open.

In his thesis, "Political Economy of Military Base Closures," Lieutenant Commander Richard Suttie discusses two political themes which have worked to limit base closure decisions: "Pork Barrel Politics" and the "Power Game." Suttie explains that members of Congress believe that their popularity depends upon spending federal "pork" on the communities within their districts. The closure of a base results in less government spending for their constituencies. Congressmen and Congresswomen fear that the resulting dissatisfaction could lead to a loss of votes. In addition, a struggle exists between Congress and the Executive Branch for base closure power. Suttie claims that the failure of the two branches to reach a compromise has impeded past attempts to eliminate bases (Suttie, 1990: 14-18).

In the 1960s and 1970s, closures were commonplace because DOD controlled the closure process (Cunningham, 1993:85). According to Cassidy, DOD's closure of bases without Congressional approval left members of Congress "unprepared for the economic and political consequences that resulted" (Cassidy, 1992:6). After Presidential vetoes of two bills designed to give Congress control over DOD's closure actions, Congress finally gained the control it sought through two other means. First, in 1976 it passed a law, Section 2687, Title 10, US Code, which effectively halted the base closure process. The law demanded that the

DOD apply the National Environmental Policy Act to base closure decisions. This constraint required lengthy hearings, impact analyses, and environmental studies before a base closing could proceed (Mills, 1988:1817). In 1988, Mills wrote that "not a single major base...closed since the...law went into effect" (Mills, 1988:1817). Second, it began limiting the amount of money which DOD could spend on base closure activities. Thus, for more than a decade, the Congress protected itself from making potentially unpopular decisions.

Before 1976, however, many bases did close. During these early years, communities were forced to adapt largely on their own. The DOD simply removed its equipment and personnel and left the properties to the General Services Administration for disposal (Calisti, 1992:47). According to Lewis J. Coyle, in his thesis, *The Economic Impact of Military Installations on Regional Economics*, the view of the Secretary of Defense was that "the Pentagon was not responsible for local economic demand maintenance, and it could not depart from the standard of military effectiveness to aid a distressed area" (Coyle, 1992:8).

By 1988, annual military spending had been reduced as politicians focused on solving economic problems (Coyle, 1992:1). As the number of combat units and personnel decreased, Congress was faced with two choices. It could either close some facilities to keep up with the downsizing,

or keep all facilities open and risk "hollow force" problems, which result when an excessively wide distribution of resources renders the force structure insupportable (Cunningham, 1993:1).

The Base Closure and Realignment Commission

History. As far back as 1983, the President's Private Sector Survey on Cost Control recommended that a non-partisan, independent commission be established to recommend a list of base closures. Such a list, the survey reported, could "find economies in the base structure" (DOD, 1993:230).

Not until 1988, however, was such a group formed. On 3 May 1988, Secretary of Defense Frank Carlucci chartered a commission to break the "stalemate between the Executive Branch and the Legislative Branch" (DOD, 1993:230).

Congress concurred with Carlucci's approach, which removed some of the barriers which had halted base closure efforts for more than a decade (DOD, 1993:230). In December 1988, the commission recommended a list of closures. Congress approved the list (Public Law 100-526) on 5 January 1989 (*The Closure of Pease Air Force Base*, 1993:1).

While the 1988 selection process worked well, Congress made changes to the process. On 5 November 1990, it passed the Defense Base Closure and Realignment Act of 1990 (Title 29, Public Law 101-510), creating a commission whose charter

was to provide lists of recommended closures in 1991, 1993, and 1995. The commission was named the Base Closure and Realignment Commission (Cassidy, 1992:14).

A major change in the new law concerned how the members of the commission were chosen. In the 1988 round, Secretary Carlucci chose the members and they reported directly to him. Concerned about the panel's independent nature, Congress required in the 1990 law that, in future rounds, the President must appoint the members, and Congress must approve them. Under the new law, the commission would report to the President and to Congress.

Another change involved how the bases were selected. In the 1988 round, the commission members selected the bases secretively, without inputs from other agencies. In subsequent rounds, the new law required that DOD provide the Base Closure and Realignment Commission with a list of its recommendations for closure and the justification for choosing them. The commission had the option of approving the list, or of adding or deleting bases.

The final major change the 1990 law effected was in selection criteria. In the 1988 round, DOD and Congress jointly determined the selection criteria. Beginning in 1990, DOD was required to "publish in the Federal Register and transmit to the congressional defense committees the criteria proposed to be used by the DOD in making recommendations for the closure or realignment of military

installations." After a 30 day period for public comment, DOD was required to publish in the Federal Register the final criteria (Public Law 101-510, 1990:4).

The Process. The base closure selection process involves several distinct steps. First, members of the commission are appointed. Second, a list of selection criteria are developed by DOD and made available. Third, DOD submits a list of recommended closures to the Base Closure and Realignment Commission. Fourth, the commission completes its study and submits its recommendations to the President and Congress, both of which must approve or reject the list in its entirety (Cassidy, 1992:15). The requirement for unconditional acceptance or rejection yields two benefits. First, it ensures the integrity of the independent commission's process. Second, it prevents gridlock over individual bases, eliminating the "Pork Barrel" politics and "Power Game" which Suttie describes.

Selection Criteria. In 1991 and 1993, DOD recommended bases for closure based on the following eight criteria:

MILITARY VALUE

1. The current and future mission requirements and the impact on operational readiness of DOD's total force
2. The availability and condition of land, facilities, and associated airspace at both the existing and potential receiving locations

3. The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations

4. The cost and manpower implications

RETURN ON INVESTMENT

5. The extent and timing of potential costs and savings including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs

IMPACTS

6. The economic impact on communities

7. The ability of both the existing and potential receiving communities' infrastructure to support forces, missions, and personnel

8. The environmental impact. (DOD, 1993:12)

An important feature of the base closure and realignment process is that impacts on communities are an explicit factor in the selection process. The Department of Defense is essentially making decisions based on, among other factors, the economic viability of surrounding communities. The consideration of local economic factors is a major change from past selection processes, and many affected communities are insisting that their situation be heard.

Just as a lawsuit followed the announcement of Richards-Gebaur AFB two decades ago, today many communities affected by base closures are attempting to use the legal process. For example, in 1991, a lawsuit challenged the power of the commission. Protesting the closure of the

Philadelphia Naval Shipyard, the lawsuit contended that decisions of the commission are subject to judicial review. The Supreme Court rejected that notion, ruling that "the law that created the base closure process gave the courts no role in reviewing decisions" (Maze, 1994:17).

Also in 1993, New York State filed a lawsuit to protest the closure of Plattsburgh AFB. The lawsuit alleges that, by rejecting DOD's recommendation to keep Plattsburgh open, the commission overstepped its authority. The lawsuit challenges the integrity of the base closure process and the commission (New York, 1993:6). To date, a court decision has not been rendered on this lawsuit.

Summary of Process. To break the gridlock between Congress and the Executive Branch, an independent commission was formed in 1988 to select bases for closure. The commission's list of recommended base closures had to be either accepted or rejected in total by both the President and Congress. The process worked, but in 1990, Congress modified the law governing the commission. The new law requires closure rounds in 1991, 1993, and 1995. These three rounds thus far have resulted in announcements of more than 200 bases. The base closure selection process seems to have broken the stalemate. The process is quick, it prevents lawmakers from having to make difficult decisions,

and it ensures that a recommendation gets to the Congressional floors (Ward, 1993:27).

Case Studies of Previous Closures

Many of the bases selected for closure in the 1988 and 1991 closure rounds have completed their shutdowns. A number of previous studies have examined the economic aspects of several of these base closures, as well as those in the 1970s. Parsons' thesis examines the long-term effect on the city of Wilmington, Ohio when Clinton County Air Force Base closed. He concludes that the closure had a negligible impact on the surrounding area (Parsons, 1976:38). The base was converted to a distribution center for Airborne Express, an industrial park, and a school (Beyerlein, 1993:B1; OEA, 1993a:19-20).

A 1976 study concluded that Bellefontaine Air Force Station's shutdown benefitted its local economy (Barr and Nardecchia, 1976:50). OEA data support these contentions. Bellefontaine converted to Ohio Hi-Point Joint Vocational School, which created five times more jobs than Bellefontaine lost to its base's closure (Beyerlein, 1993:B1; OEA, 1993a:19-20).

More recently, several projects have studied communities affected by the 1988 and 1991 closure announcements. A report by a Virginia research agency presents a redevelopment strategy and reuse plans for the

closed Myrtle Beach Air Force Base based on the city's economic base and federal regulations (*Myrtle Beach*, 1993: 3-6). A University of Florida thesis proposed the appointment of a Redevelopment Coordinator to assist in the conversion of Charleston Navy Yard (Calisti, 1992:47).

Transfer of Property

The conversion process basically consists of two functions: the transfer of real estate, facilities, and personal property from the military agency to a non-military organization, and the redevelopment of the installation to support non-military uses. The current process of transfer is complicated and still evolving (Calisti, 1992:44).

Charles Cassidy, in his thesis, *A Study of the Domestic Base Closure Process: from the 1980s to the Present*, states that when a base closure is announced, a screening process begins in which certain agencies are able to request ownership of land and buildings before local governments can obtain it. Other federal agencies have priority. If no other federal agency requests the facility, it becomes surplus property (Cassidy, 1992:47-48).

In April 1994, an interim final rule was disseminated through Federal Register Publication, Vol. 59, No. 66, to provide guidance required by section 2903 of the National Defense Authorization Act for Fiscal Year 1994 (DOD, 1994:16123). Included in this rule is an outline of the

screening process for real and personal property at closing bases. The interim final rule allows action at closing bases to begin before regulations are made final after a public comment period (DOD, 1994:16124).

The DOD is required to dispose of real property at a closing base in accordance with the prescribed screening process in the General Services Administration (GSA) property disposal regulations. In addition, the DOD should attempt to expedite the process by permitting DOD entities, other federal agencies, and organizations that provide shelter to homeless individuals to identify real property they are interested in early in the conversion process (DOD, 1994:16124).

Cunningham reports that in the past the lengthy federal screening process has created problems for some communities. Local plans become preempted if another federal agency claims the facility. Yet, postponing a reuse plan in anticipation of the completion of the federal screening process delays recovery and redevelopment (Cunningham, 1993:10). At Gentile AFS, for example, local conversion planning was in progress 10 months when the Defense Finance and Accounting Service (DFAS) announced its intention to activate a regional military finance center on a portion of the facility.

To expedite the screening process, military departments should complete the internal DOD real property screening of

closing and realigning base property within four months of the date of approval of the closure list (DOD, 1994:16128). Formal screening of real property excess to the DOD with other federal agencies must then be completed within two months after the DOD decision (DOD, 1994:16128). Within these same six months, all available real property must be reported to the Department of Housing and Urban Development (HUD) in accordance with the McKinney Act (DOD, 1994:16129).

The Stewart B. McKinney Homeless Assistance Act is a statute designed to permit recognized providers of assistance to the homeless to receive a high priority in acquiring unneeded land and buildings on federal properties. Once real property on a closing base is determined to be excess to the Federal Government, the McKinney Act requires the government to offer it to agencies that provide shelter to homeless individuals. Military departments are asked to work with communities to "identify eligible entities and conduct timely outreach seminars to educate homeless providers with respect to the land and buildings that will be made available" upon closure of the base (DOD, 1994:16129).

The HUD must make a determination on the suitability of each surplus property to assist the homeless in accordance with the McKinney Act. Within 60 days of receiving the information on the excess property from the DOD, the HUD must publish a list of suitable properties that will become available when the base closes. Providers of assistance to

the homeless will then have 60 days to express interest in the suitable properties. Disposal agencies may take no final disposal action or allow reuse of property that has been chosen by the providers (DOD, 1994:16129). Generally, the McKinney Act does not affect base closure activities. In one study, none of 24 base closures was affected by the act (Cunningham, 1993:11).

Any real property not needed by the Federal Government or shelter providers is then available to state, county, and local governments (Cassidy, 1992:47-48). The local government has several options for obtaining the surplus property once it is available. Two common approaches to acquiring the property are public benefit conveyance and negotiated sale (Cassidy, 1992:48). In the past, the DOD has conveyed surplus property to local entities for "public benefit uses" such as public health, aviation, recreation, wildlife conservation, education, or historic preservation (DOD, 1994:16123).

In 1993 and 1994, Congress reconsidered the meaning of "public benefit." President Clinton stated that the Administration would seek to change the law, to enable the DOD to transfer property for free or at a discount for "economic development purposes," not just "public uses" (DOD, 1994:16123). To this point, the law has restricted the free transfer of land if the community wishes to lease it to for-profit firms. However, Congress endorsed the

President's plan by authorizing Title 29 of Public Law 103-160, Base Closure Communities Assistance, also known as the "Pryor Amendment" (DOD, 1993:16123). The interim final rule, which interprets changes to the base realignment and closure process generated by Title 29, attempts to clarify the provisions of the amendment. The rule states that the "Pryor Amendment" authorizes conveyances of real and personal property at or below fair market value to local redevelopment authorities, and sharing of profits on subsequent sales and leases. Community development plans will have to meet a strict test for economic viability and job creation (DOD, 1994:16124).

Although the criteria for the test are not known at this time, the interim final rule outlines the approach necessary for property conveyance for economic development to be considered. A written request must be submitted to the secretary of the military department disposing of the property. The request must contain the following four elements:

1. Description of the property to be conveyed
2. Statement of the local redevelopment authority's legal authority to acquire and dispose of the property under the laws of the governing state
3. A redevelopment plan that includes economic development and job creation
4. A statement explaining why existing public benefit conveyance authorities are not appropriate. (DOD, 1994:16132)

The second approach, negotiated sale, is the purchase of the real property by the local community based on the fair market value. This approach demands a solid community reuse plan (Cassidy, 1992:48).

Personal property located on a closing base is often useful to the redevelopment of real property on a closing base (DOD, 1994:16133). Therefore, the interim final rule outlines procedures to allow transfer of personal property with real property. First, the appropriate defense agency or military department at the closing base must complete an inventory of all personal property and indicate the condition of the property. The purpose of this step is to identify any personal property, which includes all property except land, fixed-in-place buildings, ships, and federal records, that may enhance the reuse potential of the real property being conveyed to the community (DOD, 1994:16133).

Next, the inventory "shall be taken in consultation with" local officials (DOD, 1994:16133). Based on these consultations, the base commander is responsible for determining the items potentially enhancing the reuse of the real property. Base personnel must then offer a "walkthrough" of the base with representatives from the community so that they can observe the personal property available for reuse. At this time, local officials should

identify the personal property they wish to retain for use in their redevelopment plan (DOD, 1994:16133).

Successful Conversions

Due to the number of factors involved, it is difficult to determine whether a conversion has been successful. To measure the success of a civilian reuse plan, most researchers focus on replacement of civilian jobs and the quality of replacement uses and activities for the former bases. For example, in the latest issue of *Summary of Completed Military Base Economic Adjustment Projects 1961-1993*, the Office of Economic Adjustment (OEA) identified the number of lost and replaced civilian jobs, and the principal industrial, commercial, or public reuse activities at 97 former bases. Collectively the numbers are impressive. Of the 87,557 civilian jobs lost due to base closures, over 171,177 jobs were recreated to replace them. Types of facilities which have displaced military organizations include aviation, housing, prison, medical, educational, retail, industrial, and recreational (OEA, 1990:5-6). Industrial parks have been established at 83 former bases, municipal or general aviation airports are located at 43, and colleges, vocational schools, or training schools at 46 (OEA, 1993a:5).

Certain factors seem to lead to successful conversions. First, facilities that serve specific functions for the

military often lend themselves to similar civilian uses. For example, if the closing base operates an airstrip, as most Air Force bases do, then conversion to a civilian airport is often profitable. Also, the number and type of buildings on bases are suitable for industrial conversions, and many successful conversions involve use of the base as an industrial park. Another successful reuse has centered around education; many closing bases served as training facilities, making them ideal for use as colleges or universities. Finally, some sites have features such as golf courses, historic sites, or geographic features such as beaches which communities can exploit. A key to successful reuse is early development of a reuse plan that considers the strengths of the facility.

Communities typically contract for reuse studies; a number of development firms exist nationwide to assess ideal uses for closing bases. The reuse planning process typically begins with market surveys to evaluate the regional economic setting and trends affecting base reuse. Next, inventories are conducted of on-base facilities to determine their condition, quality, and reuse potential. Reuse alternatives are then developed as a result of the market conditions, community goals, and reuse potential of the facilities. Implementation of the plan chosen should be handled by a designated development authority, with the task force retained as "overseer" (OEA, 1990:3-4).

A second factor which contributes to successful conversion is cooperation of local communities. Many closing bases are adjacent to more than one town, and these towns must work together to avoid time consuming conflicts. To parallel this idea, communities should form conversion or reuse committees which include representatives from industry, government, and the citizenry (Cunningham, 1993:2).

A third factor is early planning. Bases such as England AFB, Louisiana, were successful because they thoroughly prepared for the closure before it occurred. At the time of closure, the new owners assumed control and began operations, preventing the typical negative immediate effects of closure on economies (Cunningham, 1993:2).

Perhaps the most important element in ensuring the successful reuse of a closed military property is a productive relationship with officials in the organizations which provide vital assistance to the communities. Communities must learn quickly how to work with agencies such as the Base Transition Office, the Air Force Base Conversion Agency, and the OEA.

Role of Involved Agencies

OEA. The OEA serves as the permanent staff for the President's Economic Adjustment Committee (EAC). The EAC is a DOD committee comprised of representatives from 23

agencies and departments. It interacts with state, federal, and local agencies to redevelop affected communities based on the assets of the closed bases (OEA, 1993a:5). When DOD created the OEA in 1961, it became the focal point for assistance to areas affected by DOD decisions. The OEA provided guidance manuals and technical expertise, including field consultation when requested. It also collected economic data in areas affected by base closure (OEA, 1993a:5-6). However, the OEA has always contended that "communities themselves are responsible for the productive reuse" of closed bases (OEA, 1993a:6).

Though evidence suggests that the negative effects of base closures are temporary, politicians are often unable to convince their constituents that they can recover from a closure. Further, the Pentagon has been criticized for being distant, uncaring, and slowing down the conversion process ("Pentagon," 1993:3). Literature of the 1970's continued to stress the idea that economic recovery was the responsibility of the local community. However, the OEA also made it clear that it could be instrumental in converting the former military base to civilian use. In the report, *Status of Community Programs*, distributed by the EAC, the main categories of DOD action are listed. The DOD stated that it would mobilize federal funds to provide grants and loans to impacted areas. It would also assist in developing a strategy of action for the recovery of the

community. The Defense Department would ensure priority placement of DOD employees losing their jobs. Finally, the DOD would familiarize the community with the proper procedures to acquire the closing facilities (EAC, 1974:2).

Although in the 1990s the DOD reinforced the idea that leadership in recovery is the responsibility of the local community, it redefined the objectives of the OEA to be more personalized to the community. The Defense Department believes its role is to help communities "help themselves" by providing support in the form of funding and technical expertise (OEA, 1993a:6). The current objectives of the OEA include replacing jobs lost through the closing of military base properties, defining potential problems (assessing vulnerability), coordinating and providing worker placement and retraining assistance, and helping communities develop economic adjustment programs (OEA, 1993a:1). Over the years the OEA has gathered valuable information from community recovery case histories. The office now offers guidance manuals on the specific steps necessary to convert a base, and on base reuse planning, property acquisition, and controlling development-operating costs (OEA, 1993a:6).

The OEA also assigns a project manager to each installation undergoing closure or significant realignment. One of the most important services the project manager provides is assistance in the application for OEA funding for community planning assistance grants. These grants range

from 250,000 to one million dollars and pay for a community redevelopment coordinator and staff (Barton, 1994). The project manager also helps the community locate additional sources of funding from other federal agencies, such as the Department of Commerce, the Department of Labor, and the Federal Aviation Administration (Barton, 1994).

EPA. In order to transfer a military installation to the civilian sector, the entity must be environmentally sound. When the military departs a closed base, it often leaves behind a polluted property, which threatens the health and safety of the community and acts as a roadblock to economic revitalization (BTO, 1993a). The environmental contamination may be extensive in some cases, requiring massive cleanup efforts that take several years to complete. In the past, environmental reviews alone have taken more than three years to complete; actual cleanup does not begin before this time ("Revitalizing," 1993:5).

Title 29 of the National Defense Authorization Act for 1994, "Base Closure Community Assistance," (P.L. 103-160) has redesigned the environmental cleanup process of closing military installations. The Clinton Administration believes the new process will "replace the slow, uncoordinated, Washington-driven approach [of the past] with a common sense approach to protecting the public health and the environment

that emphasizes speedy assessment, government teamwork, and responsiveness to community needs" ("Revitalizing," 1993:5).

The key element of the President's new environmental cleanup initiative is to establish a base closure and realignment cleanup team at every base where property is available for transfer and reuse. The team is composed of members from the DOD (normally the environmental coordinator at the closing base), the U.S. Environmental Protection Agency (EPA), and the State EPA where the base is closing. Both the U.S. and State EPA representatives are program managers to the closing base. The main responsibility of the team is to prepare the Base Realignment and Closure Cleanup Plan for the closing military installation and make timely decisions to expedite the process (DOD, 1994:16126).

The Base Closure and Realignment Cleanup Plan is complicated, involves several steps, and is a living document that changes continuously (Thompson, 1994). The first step in the cleanup plan process is the Preliminary Assessment and Site Investigation (PA/SI). The PA/SI is accomplished to estimate the extent of field study and analysis needed at the closing base, and to formulate a statement of work for a Remedial Investigation and Feasibility Study (RI/FS). During the RI/FS, environmental specialists search for contaminants at the closing base. The Remedial Investigation is a time-consuming process, because it involves extensive field work, sample collection, and threat

analysis. The Feasibility Study includes the selection of a cleanup remedy (Hull, 1994).

Once a cleanup remedy is approved by the base closure and realignment cleanup team, it is presented to the public for comment. After all comments are received and a remedy for cleanup is agreed upon, the Record of Decision, the official legal document outlining all cleanup activities for the closing base, is generated (Hull, 1994). The final report created for the cleanup plan is the Remedial Design and Remedial Action (RD/RA) document. The RD/RA includes detailed engineering studies and designs, as well as cleanup actions approved by the cleanup team, that will fulfill the directives of the Record of Decision (Hull, 1994).

Two additional studies must be conducted to ensure property at a closing base is suitable for transfer to the public. First, an Environmental Baseline Survey (EBS) is accomplished to analyze the condition of the closing base "at that moment in time" (Thompson, 1994). The EBS is conducted via historical records, facility drawings, field studies, and personal interviews. During the survey, environmental practices of the past and present are analyzed, and ultimately, the environmental condition of the base at the time of the closure announcement is determined (Thompson, 1994). Second, an Environmental Impact Study (EIS) is produced to determine the effects of the base closure on the local community. This study is conducted by

analyzing the future of the closing facility, and is usually initiated after the affected community's reuse plan is submitted (Thompson, 1994). Title 29 of the National Defense Authorization Act for 1994 dictates that the EIS must be complete within 12 months following the submittal of the community's reuse plan (Streicher, 1993:7).

Although Title 29 states that the key role of the EPA (the cleanup team) in the base conversion effort is to oversee the Base Closure and Realignment Cleanup Plan, it describes additional responsibilities for the team. The team should quickly identify and document uncontaminated real property parcels on the base to permit timely reuse or lease of these areas (DOD, 1994:16126). "Parcelizing" a base allows the community to lease or reuse the environmentally clean property, while contaminated parcels are awaiting or in the process of cleanup (Rizzo, 1994). The EPA must also ensure analyses required by the National Environmental Policy Act (P.L. 91-190) process are produced in a timely manner (DOD, 1994:16126). EPA program managers must review all documents produced involving the environmental condition and cleanup of a closing base, provide technical support to the affected community, and make timely, consensus decisions regarding the Base Closure and Realignment Cleanup Plan (Hull, 1994).

GSA. The General Services Agency (GSA) is the federal organization charged with the disposal of all federal property. According to Doug Janka, a GSA employee based in Dayton, Ohio, the agency functions as "the landlords of the Federal Government" (Janka, 1994). He adds that the role of the GSA in base closure activities is to lease, sell, or convey land, buildings, and nonreal property to private entities or local governments (Janka, 1994). Generally, the domain of GSA includes all property except "things of low value," for which the agency may delegate disposal to other agencies.

However, the 1990 Base Closure and Realignment Act approved a DOD request to manage the disposal of former military bases. The DOD requested such a change so that it could maintain complete responsibility for disposal of its resources. Rather than relinquish disposal authority and resources to the GSA, the DOD chose to remain responsible for the entire conversion process (Rizzo, 1994). The Act permitted the largest delegation of GSA disposal authority in the agency's history. The DOD delegated its new disposal responsibility to the particular military service engaged in the closure (O'Bradovic, 1994). To manage this task, the Air Force created the Air Force Base Conversion Agency, whose functions are described in the next section. Joe O'Bradovic, a representative of the GSA Office of Real Estate Sales in Chicago, Illinois, reports that the Air

Force, unlike other military services, still uses the GSA to assist in its base closure activities. The GSA is contracted on a "reimbursable basis" to perform such tasks as property appraisals, negotiations with potential buyers or lessees, and advertising surplus property. According to O'Bradovic, the GSA works closely with the AFBCA in performing its contracted role in base closure and conversion (O'Bradovic, 1994).

AFBCA. In 1988, the AFBCA was formed to "achieve timely, beneficial disposal of closed Air Force installations in an economically responsible manner consistent with the best interests of the Federal Government and the public" (Kempster, 1994). The AFBCA is an organization unique to the military services in that neither the Army nor the Navy/Marine Corps has a closure and conversion agency comparable to it. The agency assigns a program manager to each Air Force base which has been identified for closure. The manager attempts to fulfill his or her obligations in a manner that will facilitate the community's economic redevelopment plan (Kempster, 1994).

In addition to the assignment of a program manager, a site manager is appointed as the AFBCA representative for each base. The individual selected as site manager is usually an employee of the closing facility who is familiar with the facilities and activities of the base, but has no

experience in the base closure process. The site manager operates from the closing facility, where he or she is allocated a budget and staff, consisting of a facilities manager, environmental specialists, a real property disposal specialist, and a secretary (Kempster, 1994). Responsibilities of the site manager include contracting with the Air Force Center for Environmental Excellence (AFCEE) and the Environmental Protection Agency (EPA) for disposal and reuse environmental impact statements, acting as liaison with community reuse planners, coordinating and monitoring environmental restoration activities, coordinating and facilitating interim use leasing opportunities, and managing the maintenance and operation of the installation property during the transition period (Kempster, 1994).

The main goal of the AFBCA is to assist the community in making a "seamless transition" to civilian ownership and operation of the former base. The agency attempts to minimize the impact of the closure on the community by facilitating the incremental transfer of installation facilities to commercial activities as military operations are phased out (Kempster and Woolfrey, 1994).

BTO. The newest agency, the BTO, was created to support a DOD Executive Agent for Base Closure Transition which was established by Deputy Secretary of Defense Perry on 24 June 1993 (BTO, 1993a:1). The charter of the BTO is

to "support the Administration's program for revitalizing military base closure communities" (BTO, 1993b:1). The Director of the BTO appoints a program manager for each DOD department involved in a base closure. In addition, every site identified for closure is assigned a Base Transition Coordinator (BTC), who is directly responsible to the program manager (BTO, 1993a:1).

The BTC establishes an office on the installation that has been identified for closure. The coordinator assists principally in the following areas: cutting through "red tape" concerning property disposal, keeping the environmental cleanup on a "fast track", and assisting the OEA in helping communities identify sources of federal assistance for developing and implementing economic redevelopment plans (DOD, 1994:16127). The BTO describes the BTC as a "full-time, on-site ombudsman," a "coordinator and facilitator", and the "single, federal point of contact for the community and installation to cut through red tape and remove impediments" (Streicher, 1993:13).

President Clinton's Five-Part Plan

On 2 July 1993, the President proposed major changes in the Federal Government's role in defense conversion ("Pentagon," 1993:3). He announced a major new program to speed the economic recovery of communities where military installations are slated to close, and pledged to give "top

priority to early reuse of the base's valuable assets" (DOD, 1994:16123). The major goals of the Clinton Base Closure Aid Plan, more commonly known as the Five-Part Plan or the Community Reinvestment Program, are "rapid redevelopment and the creation of new jobs in the base closure communities" (DOD, 1994:16123). The President also announced that the government will spend \$20 billion on defense conversion through 1997, and introduced a \$5 billion plan to speed the economic recovery of communities ("Clinton," 1993:4).

DOD expects to streamline the conversion process by accomplishing five specific objectives. The five parts of the Community Reinvestment Program are as follows:

1. Jobs-centered property disposal that puts local economic redevelopment first
2. Fast-track environmental cleanup that removes needless delays while protecting human health and the environment
3. Transition coordinators at major bases slated for closure
4. Easy access to transition and redevelopment help for workers and communities
5. Larger economic development planning grants to base closure communities. (DOD, 1994:16123)

Congress has endorsed the President's plan by authorizing Title 29 of Public Law 103-160, Base Closure Communities Assistance, the "Pryor Amendment" (DOD, 1994:16123). Public Law 103-160 requires the Secretary of

Defense to prescribe regulations to implement the provisions of the law. This is being accomplished under the Administrative Procedures Act, which allows for the public to comment on the regulations. In the meantime, the DOD has disseminated interim final rules to allow activity to continue at closing bases (DOD, 1994:16124).

Interim Leasing

Since the passage of the Base Closure and Realignment Act of 1988 (Title 2 of Public Law 100-526) and the Defense Base Closure and Realignment Act of 1990 (part A of Title 29 of Public Law 101-510), local communities have requested interim use of facilities as a first step toward a speedy economic recovery at closing installations ("Interim," 1994:3.1). The AFBCA believes that interim leasing will be the most commonly used process at closing bases between the time mission drawdown begins and the time that final disposal decisions are implemented ("Interim," 1994:3.1). In response, the agency has developed a five-phase approach to leasing Air Force property prior to installation shutdown.

The five phases of the Air Force interim leasing process are as follows:

1. Expression of interest and application sufficiency determination. In this phase, the prospective lessee expresses interest in leasing a parcel or facility and completes a standard application. Air Force preference is to lease property to a Local Redevelopment Authority (LRA), which tends to be an airport development

authority or a regional economic development organization, the local government in whose jurisdiction the installation is located, or the designated reuse committee. The Air Force reviews the application, determines its sufficiency, and determines the cost and timing of all actions that will be necessary to further complete the interim lease.

2. Finding of Suitability to Lease (FOSL) development. Prior to entering a lease, the Air Force must determine if environmental conditions of the leased property could present a threat to the lessee or if adverse environmental impacts could result from the interim lease. An Environmental Baseline Survey (EBS) is conducted to establish the environmental condition of the property. Environmental impacts of interim leasing are analyzed through the Environmental Impact Analysis Process (EIAP).

3. Interim lease package negotiation, approval, and signature. Property may be leased for a period of one year, with an option for renewal after that time. During this phase of the interim leasing process, four major documents are generated. An interim lease and operating agreement must be prepared, negotiated, approved, and signed by the lessee and the Air Force. Environmental condition and physical condition reports must also be generated and agreed on by both parties prior to the signing of the lease.

4. Interim lease administration and oversight.

5. Interim lease termination and close-out. Lease termination can be initiated by the Air Force or the lessee on 30 days' notice. Close-out environmental condition and physical condition reports must be prepared prior to termination. ("Interim," 1994: 3.1-3.5)

In most cases, the LRA, local government, or reuse committee is interested in leasing Air Force property so that the property, in turn, may be subleased. The Air Force, to the extent authorized by law and the Office of the Secretary of Defense, may provide for the payment (in cash or in kind) of the rent to be less than the fair market rental of the

leased property ("Interim," 1994:3.5). Therefore, the LRA, local government, or reuse committee can offer a sublessee an attractive lease price, and in turn, earn a profit that can be used for infrastructure and property improvements.

Sublease rental is negotiated between the lessee and the sublessee, but the Air Force has final approval of the sublease. The DOD maintains approval authority for subleasing until environmental cleanup is complete, after which it may transfer the property to another organization and relinquish its involvement ("Interim," 1994:3.5). According to the AFBCA Site Manager at Gentile AFS, the sequence of events for a sublease application begins with a letter of interest from the potential sublessee (normally industry looking to expand or relocate in the local area). The City of Kettering (lessee of Gentile AFS property) provides an acknowledgment letter, which includes preliminary approval or denial of the property requested by the potential sublessee. The requesting user of the property is then asked to generate a detailed lease proposal to include a financial plan, the intended use of the property, environmental issues, any required changes to the facility, and the economic benefits to the community. Finally, a formal lease application, prepared jointly by the potential sublessee and lessee, along with endorsement letters provided by the lessee and the installation command, are forwarded to the AFBCA for approval (Rizzo, 1994).

Conclusion

This literature review examined community response to base closures over the past 33 years. Local governments have learned what the conversion process entails, including the steps necessary to acquire the closed facilities for their own use. Communities have created task forces to develop and implement plans to successfully convert the excess property to civilian use. Though the DOD has assisted through funding, referrals, and guidance, the primary responsibility in economic recovery from a base closure has been the local community's. In 1993 a new "community reinvestment" program was initiated, which has challenged DOD with a more active role in the conversion process.

The previous information clearly demonstrates that a closed military installation can be transformed into a community asset, but it is often a long and difficult process. Most communities are willing to work together and to work diligently, but to wait years for the completion of a transition is difficult when jobs and the community's economic stability are at risk. The President's Base Closure Aid Plan appears to be the government's attempt at remedying the situation.

To date, no study has explored the subject of how much federal intervention is appropriate. It is possible that more participation by DOD in economic conversion may affect

its role in providing military strength. It is also possible that more federal intervention may slow the recovery of communities by adding more bureaucracy and increasing cities' reliance on the Federal Government. Research into role of DOD in defense conversion should define the kind and amount of participation which is optimal for both the DOD and affected communities. The remainder of this thesis will examine the Federal Government's role in previous and current closures. The study will suggest the appropriate roles of the federal agencies in the conversion of a military base.

IV. A Case Study: The Civilian Conversion of Gentile AFS

Introduction

This chapter presents the results of a case study of closure and conversion activities at Gentile AFS. First, it describes the installation's history, location, facilities, and personnel. Second, it presents a synopsis of significant events which have transpired during the first year of the conversion process. Next, it describes the local individuals and organizations which have participated in the closure and conversion activities at Gentile AFS. Finally, several specific subject areas, along with the participants involved and their effectiveness in performing their intended functions, are discussed.

Method of conducting case study. The study was conducted over a period of about 12 months, from July 1993, when the closure of Gentile AFS was announced, through June 1994. Most of the study was conducted through a series of in-depth interviews of personnel involved in the conversion of Gentile AFS. Members of the city's reuse committee, city government, and agencies performing functions in the base closure were interviewed. In addition, local media coverage was monitored. Finally, direct observation was used to study in a first-hand manner the closure and conversion process at work.

Background of Gentile AFS

History. In 1943, the Army Signal Corps spent \$3 million to build a centralized depot on the site where Gentile AFS is located today. The project was completed in August 1944, and in October of the same year more than 200 Italian soldiers, who were being held as British prisoners of war, filled the warehouses with supplies for the war effort. In 1945, the installation was designated the 862nd Army Air Force Specialized Depot.

In 1947, when the Air Force became a separate military service, the depot was turned over to the Air Force, and in 1951, was renamed Gentile Air Force Depot. The installation was named in honor of World War II flying ace, Major Don S. Gentile, of Piqua, Ohio, who had recently been killed on a training mission.

The Air Force Logistics Command separated organizations and installations in 1955; the depot operation became the Dayton Air Force Depot and the installation was renamed Gentile Air Force Station. In an effort to consolidate military purchasing operations, the Defense Electronics Supply Center (DESC) was established at Gentile AFS in January 1962. Initially, DESC was a unit of the Defense Supply Agency (DSA), but in 1977, the DSA became the Defense Logistics Agency (DLA). Gentile AFS continues to be the host to DLA and owned by the Air Force.

In late 1977, the Pentagon conducted a study of the depot operation at DESC, and in 1979, terminated warehousing operations at the center. This move resulted in the elimination of nearly 350 positions, but DESC was able to retrain many of the warehouse employees for other jobs on the installation. The decision that ultimately affected every employee on Gentile AFS came in June 1993. The Base Closure and Realignment Committee recommended the relocation of DESC to the Defense Construction Supply Center in Columbus, Ohio, and the closure of Gentile AFS. This recommendation was approved by Congress on 20 September 1993.

Location. Gentile AFS is located in the City of Kettering, Ohio, and is part of the Dayton-Springfield Ohio Metropolitan Statistical Area. The base is bordered by housing and retail areas, with direct access to a major surface street, Wilmington Pike. However, Gentile has no rail or interstate highway access, and is approximately 20 miles from the nearest major airport.

Facilities. Gentile AFS consists of 165 acres and 41 buildings, including 869,000 square feet of office space and 959,000 square feet of warehouse space. DESC has three computer rooms which total 96,649 square feet. There is only one family housing unit on the base, which was built in 1845, and four temporary quarters available for short-term occupancy. Several amenities are located throughout the

base, including a health club, swimming pool, Officers' Club, restaurant, childcare center, and park. It is important to note that Gentile AFS, unlike most other Air Force installations, does not have aviation facilities.

Most of the buildings at Gentile were built in the 1940s and 1950s. However, \$11 million has been spent since 1986 on interior renovations, such as new lighting and wiring, asbestos removal, ceiling fans and tiles, carpeting, and painting. In addition, the government spent \$6 million on exterior work, including new roofs and removal and replacement of underground storage tanks. The majority of the buildings are heated by an old, central coal-burning steam plant, which will require an expensive modification in the near future.

Personnel. Gentile AFS is home to 38 tenants, with DESC serving as the main tenant. Of the 2,000 personnel employed at Gentile, almost 99 percent are civilian government employees. Gentile's payroll is \$116 million, about 4 percent of Kettering's annual income tax base (Husemann, 1994). Job skills include buyers, clerks, contract administrators, custodians, engineers, secretaries, and technicians.

Summary of Events

2 July 1993. The 1993 Base Closure and Realignment Commission approves the DLA recommendation to close Gentile

AFS and move DESC to Columbus, Ohio. No relocation destination is announced for the other 37 tenants on the base.

16 July 1993. Mr. Dan Dollarhide is appointed BTC.

September 1993. DESC Reuse Committee is organized.

See Appendix A for list of committee members and their titles.

27 September 1993. Congress approves the 1993 base closure list, including the closure of Gentile AFS.

13 October 1993. The first grant application to fund the hiring of a DESC Reuse Coordinator and staff is sent to the OEA.

6 December 1993. The grant is approved in the amount of \$219,442. The grant agreement states that the City of Kettering will "undertake community economic adjustment as described in the Application for Federal Assistance, at the cost of \$219,442, which consists of \$68,345 from local contribution and \$151,097 from the Grantor (OEA)" (OEA, 1993b:1).

December 1993. Work begins on the Environmental Baseline Survey (EBS) for Gentile AFS.

January 1994. Kettering City Manager, Mr. Steven Husemann, submits application to AFBCA for interim lease of Gentile AFS facilities, primarily building number 44 to be subleased to Mayo Industries.

16 February - 15 March 1994. Federal screening for potential use of Gentile AFS by other agencies.

6 March 1994. Mr. Larry Leese is hired as DESC Reuse Coordinator.

10 March 1994. In accordance with the McKinney Act, DESC conducts an outreach seminar and tour of land and buildings that will be available upon closure of the base to support agencies for homeless individuals.

28 March 1994. Mr. Paul Rizzo is appointed AFBCA Site Manager.

29 March 1994. Request for Proposal for development of a Gentile AFS reuse plan is approved.

29 March 1994. DESC Reuse Committee is formalized, becomes a legal entity for OEA activities.

1 May 1994. EBS for building number 44 for interim lease purposes is complete.

3 May 1994. Defense Finance and Accounting Service (DFAS) announces its intention to activate a regional military finance center on a portion of Gentile.

May 1994. Preliminary Assessment and Site Investigation (PA/SI) is completed through the Air Force Center for Environmental Excellence (AFCEE). The PA/SI is the first step in the base realignment and closure cleanup plan.

6 June 1994. McKinney Act screening begins.

7 June 1994. The City of Kettering receives a \$69,000 economic development grant from Montgomery County, OH.

14 June 1994. The DESC Reuse commission selects a consultant to develop a Gentile AFS reuse plan. This particular firm is chosen because of its previous experience in military base conversions. As of 30 June 1994, the consultant is not yet approved by the OEA.

Projected Dates

Early July 1994. Completion and approval of EBS for Gentile AFS.

July 1994. Approval of interim lease and operating agreements for Mayo Industries.

August 1994. End of McKinney Act screening.

30 October 1994. Final draft of Gentile reuse plan submitted.

March 1995. Environmental Impact Study (EIS) completed and approved.

Late 1996. DFAS relocated to Gentile AFS.

December 1996. Gentile AFS closes.

Key Players at Gentile AFS and in the Community

DESC Reuse Committee (DRC). The DRC was established to oversee the development of a base reuse plan to transition Gentile AFS from a solely military installation to "a diverse multi-purpose community resource that will become a

centerpiece for promoting economic development, and to allow the community to reuse the assets and facilities that will become available once the realignment of the base is completed" (City of Kettering, 1994:1). The committee is made up of 18 public and private citizens representing various local government agencies and businesses in the Kettering community (see appendix A for list of committee members and interests that they represent). Members were chosen by the Kettering City Manager and the Vice President for Legislative Affairs for the Dayton Area Chamber of Commerce. The DRC is chaired by the Kettering City Manager and funded by the OEA and the City of Kettering.

The DRC has established the following subcommittees to focus on critical aspects of the conversion process: the Base Reuse Plan Committee (to review proposals), the Interim Use Committee (community approval of lease applications), the Public to Private Activity Conversion Committee, and the Economic Development Committee.

DESC Reuse Coordinator. The City of Kettering hired Mr. Larry Leese as Reuse Coordinator in March 1994 to lead the conversion effort for the city. The coordinator's responsibilities include marketing for the reuse and lease of Gentile facilities, administration of the interim lease process, applying for grant monies, developing a Request for

Proposal (RFP) for a reuse plan, and assisting in the monitoring of the reuse plan (Leese, 1994).

Air Force Base Conversion Agency Site Manager. Mr. Paul Rizzo was appointed Site Manager for Gentile AFS in late March 1994. Mr. Rizzo had been an employee at DESC for 20 years as Facility Manager and Public Works Manager, and is familiar with the facilities and layout of Gentile AFS. He believes his major responsibility is to "make the [conversion] system work" (Rizzo, 1994). The site manager is involved in the environmental cleanup of the base, and is allocated funds to hire an environmental specialist. In addition, his staff will include a facilities manager, a real property disposal specialist, and a secretary. At the time of this writing Mr. Rizzo has yet to receive a budget or staff. The final goal of the site manager is to present the Finding of Suitability to Transfer (FOST) report so that the property can be turned over to the local community. Timely reuse of Gentile AFS and protecting the interests of the Air Force are additional goals for Mr. Rizzo (Rizzo, 1994).

Base Transition Coordinator (BTC). Mr. Dan Dollarhide was named BTC on 16 July 1993, shortly after the announcement of Gentile's closure. During the week of 23 - 27 August 1993, he received initial training from the BTO. Before acquiring the new position, Mr. Dollarhide was Direc-

tor of Planning and Resource Management for five years for DESC. His new job involves answering inquiries and gathering information for the public. He is the liaison between the DESC Reuse Committee, Gentile AFS, and the DOD, helping the community contact federal and DOD conversion agencies concerning the reuse of Gentile (Dollarhide, 1994).

Discussion of Specific Subject Areas

The following section presents eight areas examined during the year-long study of Gentile AFS. The same areas are presented in the cross-site analysis in Chapter V to validate the Gentile findings.

Formation of Conversion Committee. The OEA, based on its three decades of base closure assistance, recommends that cities, immediately upon notification that a nearby base will close, form a committee of representatives from the community. The committee should represent major community interests and should focus on planning for the city's transition to civilian operation of the former base.

In July 1993, when Kettering city officials were notified of the impending closure of Gentile AFS, a committee was formed to fight the decision. By September 1993, when the base closure and realignment list was approved by Congress, the 18 member committee changed direction and became the DESC Reuse Committee. The committee

held its first meeting in late September 1993 (Husemann, 1994).

Role of Conversion Committee. According to Mr. Steven Husemann, Kettering City Manager, the main reason the DESC Reuse Committee was formed was to ensure that the best reuse for Gentile AFS would be devised, selected, and implemented. Mr. Husemann was also aware that the formation of a reuse committee would be required by the OEA. A third reason for the development of the committee was to assure DESC employees and the local community that city officials were concerned about their welfare and future (Husemann, 1994).

Grant Application Process. When the Base Closure and Realignment Commission announced that Gentile AFS was slated to close, there was no administrator or reuse coordinator appointed for the facility. Therefore, the Kettering City Manager took on the responsibility of applying for grant monies available to hire a DESC reuse coordinator and staff. The city manager was given a grant application by the OEA, along with instructions and examples for desired wording and detail in the responses.

The city manager submitted the application on 13 October 1993. After two review processes, minor changes were made by the city concerning items such as dollar amounts for equipment and personnel and titles that could be used for employees in the conversion office. It took 54

days from the time of the first application submittal to the final approval for the funds. This time period is important in that the earlier funds are made available, the earlier an administrator can be hired and a request for proposal for a reuse plan can be developed. A completed reuse plan is necessary for the initiation of an EIS and environmental cleanup of the base.

Property Transfer. The DFAS announcement to activate a regional military finance center on Gentile AFS came in May 1994, ten months after the base closure list was released. The DFAS plan did not affect any interim lease or reuse strategies. Instead, DFAS will create 750 jobs and "fill some of the site's [Gentile] hardest-to-sell space" (Gaffney, 1994:1C). The payroll center is projected to bring a \$22.5 million payroll to Gentile, offsetting part of the \$116 million current payroll that stands to disappear when the base closes (Gaffney, 1994:1C). In the future, DOD decisions must be made within four months of a base closure announcement (DOD, 1994:16128).

As of 30 June 1994, the McKinney Act had not affected base closure and conversion plans or activities at Gentile. According to Title 29, in the future, McKinney Act decisions must be made within six months (DOD, 1994:16128). At Gentile, however, McKinney Act screening did not begin until June 1994, almost a year after the closure announcement.

Once all screening activities are accomplished and the DESC reuse plan is complete, the reuse committee plans to apply for property conveyance for economic development.

Interim Leasing. The City of Kettering submitted a lease application and operating agreement to the AFBCA in January 1994. In addition, the city is seeking approval to sublease a Gentile facility to Mayo Industries Incorporated, a plastic containers processor. Mayo expressed an interest in the Gentile property, warehouse building number 44, in November 1993. The actions required of the city, described in Chapter III, were completed within six to eight weeks. However, as of 30 June 1994, Gentile's interim lease application was not approved by the AFBCA.

The approval process has included an EBS to be conducted on the building being requested by Mayo Industries. The AFBCA must ensure that the facility is in good environmental condition for the sublessee and that the utilization of the facility by the sublessee will not result in an unacceptable level of environmental contamination. For example, the amount of exhaust that would be emitted by the vehicles driven by the employees of the sublessee was measured as part of the environmental analysis. In addition to environmental studies, the approval process has included several reviews of the lease agreements by legal representatives for the Air Force and the City of Kettering.

The lease agreement states that the City of Kettering will be leasing building number 44 from the Air Force on a preservation and maintenance basis. The city, in turn, plans on leasing the warehouse to Mayo for \$2.50 per square foot per month (this price includes utilities). The city plans on spending the proceeds derived from the Mayo lease to reimburse the base for variable costs, such as snow removal, parking lot and roadway maintenance, utility system maintenance, and security. The money will also be used to reimburse the City of Kettering for administrative costs for the lease in the form of financial accounting, legal analysis, and general administration. The bulk of the revenues will be utilized to improve the building so that it will comply with local and state codes. A recent study identified that over \$1.8 million of improvements must be invested into the building to meet these codes. Kettering city officials believe interim leasing is a good idea for the community to generate income to improve facilities, but the cumbersome process is frustrating and discouraging (Leese, 1994).

Environmental Issues. In late 1993, the DOD and the Ohio EPA signed a Defense/State Memorandum of Agreement (DSMOA), a cooperative agreement which shifted all funding and responsibility for the environmental cleanup of Gentile AFS to the State of Ohio. According to a hazardous ranking

system that measures the extent of environmental contamination in an area, Gentile scored under 28.5 points and was not placed on the EPA's National Priority List (NPL). This non-NPL rating enables the Ohio EPA to govern the cleanup at Gentile using the guidelines of the Resource Conservation and Recovery Act (RCRA) (Thompson, 1994).

As discussed in Chapter III, the base closure and realignment cleanup team is responsible for developing and overseeing the closing base's cleanup plan (DOD, 1994:16126). The Gentile AFS cleanup team consists of three members: the base's environmental coordinator, who works for the AFBCA Site Manager, and the Program Manager for Gentile from both the State EPA and the U.S. EPA (Hull, 1994). As of 30 June 1994, a full year after the announcement of Gentile's closure, an environmental coordinator had not been officially assigned to the base. An environmental specialist employed by DESC has functioned as the environmental coordinator for approximately six months. According to the AFBCA site representative, in a typical Air Force base closure, the Air Force selects an individual from the base's environmental office. At Gentile AFS, the Air Force does not maintain an environmental office. DLA, the base organization which employs environmental personnel, has not provided an individual to fill the environmental coordinator position.

The team began work on the EBS, a "snapshot in time" of the environmental condition of the base, in January 1994 (Thompson, 1994). The AFBCA contracted through the Air Force Center for Environmental Excellence (AFCEE) to select a company to conduct the EBS. The Earth Technologies Corporation of Colton, California, performed the survey, which included the investigation of historical drawings and maps, soil sampling, and interviews with longterm employees. The EBS also includes information gathered from a record search conducted in 1982, called the Installation Restoration Program (IRP), Phase I. The IRP concluded that there are six main areas on Gentile AFS that may constitute the bulk of the environmental cleanup:

- Area 1 was used in the early 1950's to dump asbestos domes, small quantities of waste oil, and possibly paint thinners
- Areas 2 and 3 were burial sites for construction rubble in the mid-1950's
- Areas 4 and 5 were low-level radioactive waste disposal sites in the mid-1950's
- Area 6 was a hydrofluoric acid neutralization and settling basin used from 1957-1980. (Thompson, 1994)

A Preliminary Assessment and Site Investigation was performed on Gentile AFS in May 1994 to formulate a statement of work for the Remedial Investigation and Feasibility Study (RI/FS) (Thompson, 1994). The RI/FS will evaluate the extent of Gentile's environmental contamination

and determine the most suitable remedy for cleanup (Hull, 1994). Several processes are delayed until the environmental condition of the base and its facilities is known, including interim leasing, initiation of cleanup, and transfer of property. Also, the EIS had not been initiated as of 30 June 1994; this procedure does not begin until the city's reuse plan is developed.

Attitude of Kettering conversion personnel toward federal agencies. Essentially, the community of Kettering, like other communities affected by base closures, is a "customer with a need," which includes money, technical assistance, and knowledge. The OEA, BTO, and AFBCA are charged with providing these needs to affected communities. To examine the roles of the agencies, and the extent to which they successfully fulfill them, it is necessary to study the agencies from a supplier-customer perspective. Therefore, agencies are examined through interviews with community representatives, the agencies' customers. The data generated from this study, when validated by the cross-site analysis, can be compared with the information presented in Chapter III concerning the official function of the involved agencies. A qualitative assessment is then made about the effectiveness of the conversion agencies.

OEA. The OEA has more experience in community base closure assistance than any other agency. Since its

formation in 1961, the agency has provided a number of services to affected cities. Chief among them, as Chapter III describes, are funding for reuse planning and technical assistance.

In Kettering, the OEA has been involved since the announcement of Gentile's closure. According to Kettering's city manager, the agency provided information about other closure efforts and points of contact in other affected communities. The OEA also provided funds for administration and clerical functions associated with planning Gentile's conversion. The OEA is described as being "helpful and good to work with" (Husemann, 1994). However, he adds that the agency is closely involved in all conversion activities and is the most bureaucratic of the closure agencies.

For example, The city manager has observed that the agency is involved in some areas which it does not need to be involved in, including Kettering's effort to hire a reuse coordinator (Husemann, 1994). The OEA reviewed applications for the position and were the final approval authority for the selection of the reuse coordinator. In addition, the OEA is involved in the selection process for a consultant to develop the reuse plan for Gentile. Although the DESC Reuse Committee made its recommendation to the OEA on 14 May 1994 to hire Woolpert Consulting, no further action has taken place pending approval of the consultant by the OEA.

BTO. As part of the President's Five-Part Plan, the BTO was commissioned in 1993 as a new DOD agency. Chiefly among its duties are eliminating bureaucratic red-tape in the conversion process and serving as an advocate for the community. A representative of the BTO is assigned to each closing base. As Chapter III described, the BTC has no authority or funds to "add value" to the conversion process. As a result, the BTC is sometimes viewed as an additional level of bureaucracy in the decision process.

However, the reaction of the Kettering community to the new BTC position has been very positive. The BTC at Gentile was involved in the closure and conversion of the base from the time of the closure announcement. The BTC answered phone calls from concerned citizens when the announcement of Gentile's closure was released. He assisted in the selection of a base reuse committee and in the processing of the grant application. Community leaders find it advantageous to communicate face to face with a DOD employee at the local level, rather than attempting to contact authorities in Washington.

AFBCA. Because Gentile AFS is still in its early stages of closing, the AFBCA has not established a large presence. In fact, the AFBCA Site Manager for Gentile was not selected until nine months after the announcement that the base would close. However, city officials state that

while the people at the AFBCA are good to work with, timeframes for decisions and actions are disappointing. A main concern is the interim lease approval process (Husemann, 1994).

Relationships Among Agencies.

In addition to its relationships with affected communities, the closure and conversion agencies establish relationships with each other. This section describes several of these relationships as observed at Gentile AFS.

At Gentile, the AFBCA representative and the BTC seem to have developed a close relationship. They share the same building and their offices are side-by-side. They even share the same clerical facilities. The BTC views himself as a liaison among all participants in the conversion process. According to the AFBCA site representative, the BTC directs activities to ensure "the process stays on track." In fact, the site manager reports that the BTC can ask questions the site manager, as an Air Force employee, cannot. For example, if the AFBCA site representative feels he is "getting the run-around" from agencies such as the EPA or historical preservation organizations, he may ask the BTC to intervene. Because he represents the DOD, whereas the AFBCA represents only an agency within DOD, the BTC seems to be more able to influence other agencies to act.

The BTO and the OEA are both DOD agencies. The OEA is a 33-year old organization, and the BTO is newly created. The issue of whether DOD needs two separate base closure agencies merits consideration. As noted in Chapter III, the agencies perform different functions for the community. In fact, the role of the BTO is to eliminate unnecessary bureaucracy in the process. Therefore, in essence, a DOD organization has been formed to solve the bureaucratic problems of another DOD agency.

According to one BTO representative, the relationship between the OEA and the BTO is "strained" because the OEA feels as if the BTO is taking on some OEA functions. The BTO, on the other hand, feels that it performs functions which the OEA should perform, but does not. The respondent considers the BTO an "extension of OEA." However, he adds, the BTO, unlike the OEA, has no money to fund community transition efforts. He explained that the conversion process might be simplified if a single DOD agency, rather than three, directed federal assistance for communities. He suggests that, for example, the AFBCA could perform the functions of both the OEA and the BTO.

V. Cross-Site Analysis

Introduction

The purpose of the cross-site analysis was to study closed or closing bases other than Gentile AFS to gather information about problems, attitudes, and events encountered by those involved in the closures. Such information was used to (1) determine if experiences at Gentile AFS were typical of other bases, and (2) detect differences and similarities in the roles of supporting federal agencies in closure and conversion operations which may have affected the success of other communities in their transition efforts. In order to present the information gathered in the cross-site analysis, Chapter V is presented in two sections. The first section describes unique factors, successes, and problems observed by community personnel during the conversion process. The second section describes specific subject areas discussed in the in-depth interviews with community representatives.

Method of conducting the cross-site analysis. The cross-site analysis was accomplished through telephone interviews with redevelopment authorities associated with conversion activities at 13 military installations across the United States. In-depth interviews were conducted to

allow the participants to discuss general topics by structuring and framing their own responses.

Description of conversion efforts

This section presents information gathered in interviews of community conversion personnel at 13 communities affected by recent base closures. The interviews were open-ended; respondents discussed a variety of subjects concerning conversion activities in their communities. The information presented in this section briefly summarizes the unique aspects of each of the base conversions and describes how communities have been affected by their closures. Ten of the bases studied have already closed. The remaining three bases were announced for closure in July 1993. Table 1 below shows each of the 13 bases studied in the cross-site analysis. Appendix B contains a list of the respondents.

TABLE 1
Bases and Closure Dates

BASE	CLOSURE DATE
Myrtle Beach AFB, South Carolina	1993
George AFB, California	1992
Eaker AFB, Arkansas	1992
Chase Field Naval Air Station, Texas	1993
Williams AFB, Arizona	1993
Chanute AFB, Illinois	1993
Carswell AFB, Texas	1993
Bergstrom AFB, Texas	1993
Pease AFB, New Hampshire	1991
Mather AFB, California	1993
Plattsburgh AFB, New York	1995
Newark AFB, Ohio	1996
K. I. Sawyer AFB, Michigan	1995

Myrtle Beach AFB. Myrtle Beach AFB is located near the city of Myrtle Beach, South Carolina. The city's reuse plan has replaced about 250 of the 950 civilian jobs lost when the base closed in 1993. A unique factor affecting Myrtle Beach was that the base's airport, used by the Air Force to support fighter aircraft operations, served a dual role as a regional civilian airport. According to Cliff Rudd, Executive Director of the Air Base Redevelopment Commission, the airport has been jointly used by the Air Force and the city for years. The city has built its reuse plan around a \$400 million project to convert the airport to purely civilian use. Additionally, since the city is located in an area supported by the tourist industry, part of the reuse

plan is concerned with developing base property for additional tourist attractions.

According to Rudd, however, the "sophisticated, complicated plan" is being jeopardized by "bureaucratic" problems, especially environmental problems. Among the problems in the conversion effort, Rudd lists red tape, regulations, and appraisals. He added that "it takes forever to do anything." Though the base closed a year ago, he notes, the Air Force still owns all of the property except 178 acres. This 178 acre plot was sold to an electric company which had already been operating a facility on the property. The remaining 1,000 acres are still being held by the Air Force pending the environmental review and cleanup (Rudd, 1994).

George AFB. George AFB is located near the Victor Valley region in California. The region is comprised of several small communities, including Adelanto, a town of about 12,000 residents. The Victor Valley Economic Development Authority (VEDA) was formed as a regional planning commission to chart the reuse of George AFB. Adelanto, however, the closest town to the base, attempted to gain control of the base for its own use. Though the OEA recognized VEDA as the official community planning group, the Air Force and the Federal Aviation Administration (FAA) did not. The Air Force and FAA chose to work with the town

of Adelanto from 1988 until 1993 when they finally recognized VEDA.

As a result, while VEDA received grants from the OEA and planned a reuse strategy, it was unable to execute its plan because of interference from Adelanto (including legal action) and lack of cooperation from the Air Force and the FAA. Of the 600 civilian jobs lost when the base closed in 1992, less than 100 have been replaced. VEDA director Peter D'Errico describes the lack of Air Force and FAA cooperation as "corruption." In addition to this problem, he notes that the lack of a final environmental statement as a major stumbling block in executing a reuse plan for George AFB (D'Errico, 1994).

Eaker AFB. Eaker AFB is adjacent to Blytheville, Arkansas. When the base closed in 1992, 300 civilian jobs were lost. Few of these have been replaced because the environmental cleanup process has been slow. In fact, as of April 1994, 18 months after the base had closed, no environmental cleanup had begun. According to Joe Gurley, director of the Blytheville-Gosnell Regional Airport Authority, only "political pressure" allowed Blytheville to gain control of the airfield at Eaker's closure date. The reuse plan has thus far centered around the airfield, but also includes a golf course and a trucking school. Gurley states that the conversion has not been successful, but in

the very long run, it might be. Among the problems with the conversion, he notes the lack of support from the Air Force (Gurley, 1994).

Chase Field Naval Air Station (NAS). Beeville, Texas was home for Chase Field NAS until the base closed in 1993. Though 900 civilians lost their jobs when Chase closed, conversion efforts have created more than twice as many new jobs. By working to diversify the local economy, Beeville has attracted four manufacturers and five prison activities. Brad Arvin, the Beeville County Redevelopment Council Director, describes the conversion as "phenomenally successful." Even so, he notes that the conversion process has problems, including uncoordinated and inadequate federal assistance for communities (Arvin, 1994).

Williams AFB. When Williams AFB closed in 1993, the adjacent town of Mesa, Arizona annexed it. The environmental cleanup process has delayed the town's recovery. Of the 1850 jobs the region lost, only 350 have been restored. Portions of the reuse strategy center around a golf course, two high schools, and leasing the airfield to an Air National Guard unit. The conversion has not been a success, and problems reported include the lack of environmental cleanup funds and a slow, bureaucratic process (Coleman, 1994).

Chanute AFB. Rantoul, Illinois lost 1,035 jobs when the Air Force closed its maintenance training complex at Chanute AFB. Since the closure, conversion efforts have replaced more than 800 of them. Chanute's redevelopment has been hampered by the environmental cleanup process. Six years after the closure of the base was announced, the EPA have still not approved a plan to clean hazardous waste sites on the base. A second major problem in Rantoul's conversion plan was the condition of the airfield. Chanute's runways had been inactive since 1971, and much effort is needed to restore them to operative condition (Boudreaux, 1994).

Carswell AFB. Located in Fort Worth, Texas, Carswell AFB employed 1000 civilians until it closed in 1993. Coupled with downsizing at nearby defense-related firms, the closure has had a major impact on the Fort Worth area. Part of the conversion effort involves a prison, which has replaced 550 of the lost jobs. Also, several military reserve units will remain in the area to lease Carswell facilities. Problems discussed by the redevelopment coordinator include an overly bureaucratic property transfer process and the lengthy environmental cleanup process (Curtis, 1994).

Bergstrom AFB. Though Austin, Texas lost 1000 jobs when Bergstrom AFB closed in 1993, the reuse plan has not

created any replacement jobs yet. The airfield will be converted to an airport to be opened in 1998, therefore the reuse committee has decided not to attempt any type of interim leasing. The economic development coordinator cited no problems with the conversion process except the environmental cleanup requirements (Sheffield, 1994).

Pease AFB. Near Portsmouth, New Hampshire, Pease AFB closed in April 1991, removing 1,200 jobs from the region. By developing Pease property into an international flight hub, the Pease Development Authority had hoped to create 12,000 new jobs. Now, because of problems ranging from lawsuits by a conservation agency to political bickering within the state government, the projection has been lowered to 2,000 jobs by 1999. In addition, the Pease Development Authority has experienced problems with the public benefit conveyance of property and the interim leasing process (Hill, 1994).

Mather AFB. The closure of Mather AFB in 1993 removed 1,000 jobs from the Sacramento, California area. No replacement jobs have been created yet, but the city estimates that within 20 years, conversion efforts will have brought 15,000 new jobs to the city. The reuse plan has targeted use of the airfield for civilian aviation operations, and most of the base has been conveyed to Sacramento for general aviation use. The redevelopment

representative from Sacramento reported many problems with the process of obtaining federal grants (Verbaere, 1994).

Plattsburgh AFB. Plattsburgh, New York, is the host town for Plattsburgh AFB. When the base closes, the city will lose 860 jobs. As discussed in Chapter III, however, the state of New York is suing to reverse the decision to close the base. The reuse strategy is focusing on civilian use of the base's airport. Rosanne Murphy, of the Plattsburgh Intermunicipal Development Committee, reports that federal agencies have done "a good job" in the initial closure activities at Plattsburgh (Murphy, 1994).

Newark AFB. Newark AFB, a small base located near Newark, Ohio, was included in the 1993 base closure list. Ninety percent of the base's operations are in a single building, and yet, the closure of this base removes 1,550 jobs and 30 percent of Newark's income tax base. Reuse planning is in its early stages, but problems have already surfaced in getting grants from federal agencies in a timely manner (Horton, 1994).

K. I. Sawyer AFB. When K. I. Sawyer AFB closes in 1996, 1,300 jobs will be lost. The community is seeking to diversify into the areas of small industry, aviation, telecommunication, and manufacturing. The grant application approval process took 19 days for K. I. Sawyer. The only

problem noted was the federal bureaucracy involved in all the conversion agencies the community must interact with (Amtmann, 1994).

Discussion of Specific Subject Areas

During the open-ended interviews, community representatives discussed several distinct subject areas. Not all respondents addressed each subject area, due to the open nature of the interviews, but a significant amount of data was gathered to address each of the areas. The following section examines the same eight subject areas presented in Chapter IV, the Gentile AFS case study.

Formation of Conversion Committee. In 12 of the 13 communities, a committee was organized to direct or plan the conversion of the base to civilian use. The sole exception was Rantoul, Illinois, where the mayor assumed responsibility for the entire conversion planning effort. In other communities, the committees were formed in several different ways. Members of VEDA, the committee to convert George AFB, were elected by citizens of nearby communities. In Mesa, Arizona, the committee to convert Williams AFB was appointed by the governor of Arizona. The Sacramento committee was appointed by the county, while the group responsible for planning Carswell AFB's conversion was selected by the Fort Worth mayor. Other committees were established by governmental departments. A summary of the

method of selection of conversion committee members appears in Table 2 below.

TABLE 2
Selection of Conversion Committee Members

Base/City	Method of Selection
Chanute AFB/Rantoul, IL	No conversion committee
George AFB/Victor Valley, CA	Elected by citizens
Eaker AFB/Blytheville, AR	Selected by Chamber of Commerce
Chase Field NAS/Beeville, TX	Selected by Beeville mayor
Williams AFB/Mesa, AZ	Appointed by AZ governor
Carswell AFB/Fort Worth, TX	Selected by Fort Worth mayor
Bergstrom AFB/Austin, TX	Selected by Austin mayor
Pease AFB/Portsmouth, NH	Formed by state and local representatives
Mather AFB/Sacramento, CA	Appointed by Sacramento County

Role of the Conversion Committee. Of the 13 respondents, eight discussed the specific roles of the conversion committee. Most of the eight indicated that the committee was involved with planning and strategy aspects of conversion, though some were concerned with other activities. The responses are summarized in Table 3.

TABLE 3
Role of Committee

Base	Committee Role
George AFB	Develop reuse plan, serve as coordinators
Eaker AFB	Select consultant to perform reuse study, select from reuse alternatives
Chase NAS	Get conversion grants, develop reuse policy and strategy
Williams AFB	Develop reuse plan
Carswell AFB	Develop reuse plan
Bergstrom AFB	Hire airport developer
Pease AFB	Devise reuse strategy
Mather AFB	Develop reuse plan

Grant Application Process. When discussing the procedures necessary to apply for grants from the OEA, most community leaders speak positively of OEA personnel, but negatively of the timing of the process. The time it took for communities to receive funding for the hiring of reuse administrators ranged from 19 days to three months. Most respondents described the OEA as very responsive and helpful, but that they still had problems in processing the grant applications. One respondent stated that his grant application traveled "back and forth to Washington three times before he was able to get the wording correct." In addition, he believed there were "recycles and misunderstandings" in the application approval process. Another respondent thought that the Federal Government was not helping the communities by responding quickly to the

grant requests; she stated that they were "caught up in the process, not the results."

Property Transfer. As described in Chapter III, excess property may be transferred to a community by either negotiated sale or public benefit conveyance. Aside from actual transfer, communities have sometimes been able to lease property from the government pending resolution of problems such as environmental cleanup. The communities studied typically acquired former base property through a combination of these three methods. None of the respondents was able to apply for economic development conveyance at the time this study was conducted, because the law is incomplete. Of the eleven interviewees who discussed property transfer, nine reported that the communities received aviation-related property through public benefit conveyance. Table 4 summarizes the method of property transfer for eleven communities.

TABLE 4
Property Transfer

Base	Method of Transfer
Myrtle Beach AFB	178 acres sold to private firm
George AFB	Aviation facilities--public benefit transfer; other parts sold
Eaker AFB	Public benefit transfer
Chase Field NAS	Aviation facilities--public benefit transfer; other parts sold
Williams AFB	Leased by city of Mesa
Newark AFB	Public benefit transfer
Chanute AFB	Aviation facilities--public benefit transfer; other parts sold or leased
Carswell AFB	Air Force maintains portions; other parts leased
Bergstrom AFB	Most property maintained by Air Force
Pease AFB	Aviation facilities and nature preserve--public benefit transfer, other parts sold
Mather AFB	Public benefit transfer

One important factor is that each of the 13 bases studied except Newark AFB had aviation facilities. With the exception of Chanute AFB, all of the airfields were modern and operational. Chanute AFB's airstrips were short and had been closed since 1971.

The McKinney Act is also important in planning for the transfer of property. As Chapter III points out, the location of military bases often precludes their use in accommodating homeless individuals. The information obtained in the cross-site analysis is consistent with this premise. Of the 13 interviewees, only two reported that their conversion efforts were impacted by the McKinney Act.

In Sacramento, housing in the former Mather AFB will be used by providers of shelter to homeless persons. With a grant of \$13 million from the Department of Housing and Urban Development, 1,270 housing units and military barracks are being restored for occupation by homeless individuals. Also in California, the reuse plan for George AFB includes accommodations for the homeless.

Interim Leasing. Interim leasing, described in detail in Chapter III, is intended to allow communities to execute parts of a reuse plan prior to a base's actual closure date. Few attempts at interim leasing have been successful, however, because the interim leasing process is so complex. Of the thirteen community representatives interviewed, eleven reported that their conversion efforts did not include interim leasing. Of these eleven, three reported trying to get interim leases. One respondent noted that interim leasing was futile because the leases were too small and the benefit was not worth the effort. The same interviewee stated that a major problem with interim leasing was that the community could not guarantee a tenant a long-term lease.

Two respondents were successful in obtaining interim leasing. Both of them had negative opinions about the interim leasing experience. According to one interviewee, the approval for a one-year lease took a full year, making

Gentile AFS case study in qualitatively evaluating the effectiveness of the federal conversion agencies.

OEA. Each of the 13 interviewees projected a favorable attitude toward the OEA. The agency serves a vital role as the first federal assistance agency which a community must work with. The OEA, as previously described, gives training, manuals, and funding to communities, and also assigns a project manager to each community affected by a base closure. Table 5 presents a sample of the comments interviewees made of the OEA.

Table 5
Attitudes Toward OEA

Received grant from OEA--no problems.
Helpful; provided lots of information and funding.
"Great"--representatives arrived immediately and guided them through the grant process.
Helped with application for grant and with grant amendment paperwork. Federal bureaucracy is there, so it is sometimes frustrating. You have to ask the right questions to get answers, but positive overall.
Did not provide instructions for what they want, caused misunderstandings. Had to send application back and forth three time to get correct wording. Friendly.
Provided technical assistance and advice. Educated community leaders. "The best thing the Air Force has." (NOTE: the OEA is not a part of the Air Force.)
Very effective and quick. Helped with a large number of grants. Sometimes gave verbal approval for grants before paperwork was complete. Sometimes paid for work already done.
Very responsive. "Much more responsive than any other agency, we wish the Air Force was as responsive."
Of any agency, the easiest to work with. Assisting with getting funding
Helpful

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Helpful

BTO. The role of the newly created BTO and its site representative, the BTC, was described in Chapter III. Four of the interviewees discussed the BTO. Of the four, three represented communities whose bases were on the 1993 closure list. All three projected positive views of the BTO. The sole respondent from a less recent closure expressed a negative opinion of the agency. The comments of interviewees about the BTO are summarized in Table 6.

TABLE 6
Attitudes Toward BTO

The BTC doesn't do anything for the community. He does bimonthly reports to Washington--report has to be one page, so it doesn't include community concerns. BTC is supposed to be community advocate to whom local entities can go for assistance. They have no authority and issues don't get communicated. BTC is hesitant to raise issues. BTC needs to be able to tell Washington of problems---needs to be a stronger community advocate.
A pretty good direct line, but sometimes not as good as we would like. Liaison between community and Air Force. Agency is helping.
Community works with BTC on a daily basis. Helps community understand the Air Force way. Serves as advocate for the community.
An interesting organization. They have no authority, no responsibility, don't own anything, but are involved in everything. BTC is involved in everything with the community. BTC is bound by chain of command. He is a reality check person who works on both sides to decide what will work and not work. BTC is a good position--a very valuable positive link. Can be a sounding board or an arbitrator.

AFBCA. The most emotional comments received during the cross-site analysis were the discussions of the Air Force

and the AFBCA. As with the BTO, all three respondents in communities affected by 1993 closure announcements expressed positive opinions of the Air Force and the AFBCA. Seven of eight respondents whose communities were affected by earlier closures expressed negative attitudes toward the agency. A summary of the comments expressed about the Air Force and the AFBCA appears in Table 7.

TABLE 7
Attitudes Toward AF and AFBCA

Too centralized to Washington. Everything took too long. Frustrating. There are a few people there but they have no authority. They are information gatherers and transferrers--an additional level to go through. They should be decentralized--a person who can make decisions should be put on the base and given responsibility and authority. AFBCA does not work well with GSA.
Not assisting reuse committee.
Not cooperative. Had to be pushed to release airfield on closure date--required political pressure. The biggest pitfall--they just don't work. Took nine months to approve request to add buildings to flightline. Not motivated to do anything.
Fifteen people there who can't make decisions. A bunch of bunglers. All centralized in Washington. Can't get them to make a decision. Takes forever to do anything.
Slow, bureaucratic, changes its position, too centralized to Washington.
Having growing pains. There are 13 or 14 there locally, overseeing the transfer and cleanup. They are doing things never done before, so lots of delays. They need more authority; approvals need to be made at the local level.
Doesn't know what it's doing. DOD needs to tell them what needs to be done to close a base properly. The Air Force needs to be a partner with the community. There is no spirit of cooperation. Caught up in the process, not the results.
Helpful, more local, they know the happenings on the base. Four people there, but they don't have any authority. Takes a long time to get decisions made.
Office is very accommodating. Provides information on buildings, base facilities. A real estate development agency.
They have a site person, agency is working well.
It is a "Mother May I?" system. They are developing their office--their role is small now. As base gets closer to closing, the role will be bigger.

Relationships Among Agencies. Most of the redevelopment coordinators interviewed did not comment on the relationships among the federal agencies they interact

with. Some, however, did mention that they were confused about the roles each agency played in the conversion process. The OEA was thought of as the agency with the "money and expertise." One respondent was not certain who made final decisions for the Air Force and why the approval process was so time consuming. Another interviewee stated that the community does not know "what agency does what, who is in charge, who decides what." This same respondent noted that the BTC and AFBCA Site Manager share the same office on the closing facility. She felt strongly that this was not a proper arrangement, because sometimes the community was at odds with the Air Force and needed to speak privately with the BTC about the matter. It was apparent that she viewed the two agencies as two separate teams.

VI. Conclusions and Recommendations

Introduction

A qualitative assessment of the data gathered from interviews during both the case study and the cross-site analysis, along with the information obtained during direct observation and historical review, led to a number of conclusions about the role of the Federal Government in the base closure process. This chapter summarizes the assessment of the information and presents conclusions for each of the subject areas analyzed in Chapters IV and V. It also describes recommendations both for optimizing the government's role in base closure assistance and for future research into the base closure process.

Conclusions

Formation of Conversion Committee. As described in Chapter III, the OEA recommends that communities affected by base closures form committees which represent a spectrum of interests. The researchers conclude that forming a committee yields important benefits. First, it mobilizes the community to begin the complex process of military base conversion to civilian use. Second, if done properly, it ensures that a variety of the community's interests are included in the planning process. Without the cooperation that such an inclusive policy fosters, the possibility of

dissension within the community exists, which could negatively affect the community's conversion efforts. Finally, it gives the community a focal point from which to execute the conversion process.

In all except one of the base closures studied, communities built committees, which included individuals from diverse interests. Whether a committee was appointed by a mayor, a governor, a civic organization, or was chosen in some other manner, does not seem to be important. It is important only that communities unite to form a cohesive yet diverse group to direct the transition of the base.

The consequence of not creating a single, united body is demonstrated clearly by the events that occurred at George AFB, California. The town of Adelanto, dissenting from the regional conversion alliance, VEDA, has kept the transition process at a standstill, even though the base officially closed in 1992. Seeking to obtain the base for its own use, the town of 12,000 residents has received court injunctions to prevent VEDA from executing the regional conversion plan. The conflict among competing community interests is only a part of the problem at George. Since the announcement of the base's closure in 1988, VEDA received the recognition of the OEA as the focal point for George AFB's reuse planning. Neither the Air Force nor the FAA, however, recognized VEDA, and both agencies chose to plan the reuse through the town of Adelanto. Though VEDA is

now recognized by all agencies as the sole reuse planning authority, Adelanto officials continue to challenge VEDA's authority. As a result, the conversion of George AFB has been unsuccessful.

Though the OEA suggests that the formation of a committee is essential to conversion success, the agency provides little guidance to communities concerning how to select the committee members. A problem could arise if a committee includes too many individuals. An overly large committee might have trouble reaching consensus or may spend too much time on the decision-making process. According to John Allen, director of the National Association of Installation Developers, twelve members is the maximum for efficient committee performance (Beyerlein, 1993a:7F).

At Gentile AFS, the reuse committee consists of 18 individuals representing diverse interests (see Appendix A). The committee is 50 percent larger than Allen recommends. However, the researchers noted no problems of coordination or decision-making during the case study. To this point, the size of Kettering's committee does not appear to be negatively impacting the community's conversion effort.

Because the OEA has thirty years of base closure assistance experience, communities look to the agency to provide expertise in forming the important reuse committee. Several interviewees reported that the OEA does not assist in that task. Its experience in base closure activities

should enable it to provide such direction to the communities that they assist. Therefore, a final conclusion derived from the study of reuse committee formation is that communities do not always receive the type of assistance they seek from the OEA.

Role of the Conversion Committee. The study of the role of the reuse committee revealed that committees tend to be involved in planning policy and strategy for base conversion. However, the committees assume other roles as well, including hiring a reuse consultant, applying for government redevelopment grants, and seeking interim lease prospects. In fact, during the case study of Gentile AFS, one respondent stated that the reuse committee spent 80 percent of its time on the administrative details of the interim lease process, because delays in OEA funding prevented the community from hiring an administrative specialist. Conclusions from this section of the study relate closely to those in the next section, and are detailed there.

Grant Application Process. A major OEA function is providing funding to communities to assist in the conversion process. The funding includes money to hire a reuse coordinator and to contract for a reuse plan. In Kettering, the elapsed time between the city's initial request for and receipt of funding for the Gentile reuse coordinator was 54

days. During these two months, the community was unable to begin the process of contracting for a reuse plan because an administrative specialist was unavailable to perform required functions such as preparing a Request for Proposal. Interviewees from other communities provided additional evidence that the length of the waiting period to receive funds hindered their conversion planning and execution.

Respondents generally remarked that the waiting period was caused by several iterations of minor changes in the grant applications. In Kettering, the required changes concerned dollar amounts for equipment to be purchased and titles for individuals to be hired with OEA funds. The researchers conclude that such delays are preventable. Again, the OEA has a long history of providing grants to communities. The agency should be able to provide information to communities early in the grant application process so that such delays are minimized. It seems illogical that, though the OEA provides the city instructions for completing grant applications and examples to guide them, cities must routinely resubmit their applications to correct minor discrepancies.

Property transfer. The methods of property transfer, sale, or public benefit conveyance, were described in Chapter III. The properties studied will be transferred to communities through a combination of sale and conveyance.

Except Gentile and Newark, which do not have airstrips, each base had its aviation facilities transferred through public benefit conveyance. Until 1993, conveyances were limited to property that would be used for the common good, such as parks and airports. President Clinton, in presenting his Five-Part Plan, suggested that public benefit should include economic development. When the Pryor Amendment becomes law, it will allow the transfer of property to communities for such economic development purposes. The researchers conclude that this is a positive change in the property transfer process; bases such as Gentile, which is primarily made up of warehouses and office space, will profit from the new law. The law should become final during Gentile's transition, enabling Kettering to benefit from the new perspective of "public benefit".

Two other facets of the transfer process are screening for other federal agency use and assistance to the homeless. A problem observed is that communities' reuse plans can become preempted when another federal agency or a group which assists homeless persons requests use of a facility after the planning process has begun. The most striking example is at Gentile AFS, where DFAS announced its intention to establish a regional finance center ten months after the closure announcement. According to Rizzo, the announcement occurred two months after the deadline for

screening by the Federal Government. He added that the relocation will, nonetheless, occur.

When finalized, the Pryor Amendment will establish timelines during which federal screening and McKinney Act screening may occur. If enforced, these new time limitations may reduce or eliminate potentially detrimental effects on a community's reuse planning. If not enforced, however, occurrences such as the DFAS relocation to Gentile AFS may continue, possibly interfering with communities' transition activities.

One other concern in this area is more fundamental. In many of the base closures we studied, federal agencies--National Guard or Reserve units, laboratories, or finance centers--claimed use of parts of a base after the closure announcement. While sometimes, as in the case of Gentile, the new agency is welcomed, there are other situations, such as at Williams AFB, where such an arrangement results in the base remaining operational, even after its closure date. While parcelization allows the transfer of parts of such bases to communities, occupation by other military organizations can prevent community redevelopment of the property while it replaces few of the lost jobs. We conclude that screening for use by other federal agencies may be detrimental to a community's recovery from a base closure. It is too early in the conversion process at

Gentile AFS to assess whether the relocation of DFAS will be a benefit or a detriment to Kettering's recovery effort.

Interim Leasing. Interim leasing, the complex process by which a community can begin to attract tenants to a closing base before its actual closure date, was thoroughly described in Chapter III. While the Five-Part Plan was supposed to clear the way for a streamlined, more efficient interim leasing process, it does not appear to have had such an effect. Of the communities studied in the cross-site analysis, none had a favorable attitude toward the process. Of the thirteen bases, only two attempted interim leasing, and both remarked that the effort was not worth the benefit. Getting through the maze of paperwork and regulations took a year at one of the bases and a year and a half at the other. Both of these were for one-year leases. A major problem with the interim leasing process is that communities are unable to offer leases for greater than a year at a time. The reason is that the community does not own the property--it can only lease it until environmental cleanup is complete. The process is difficult because the Air Force is unwilling to assume liability for further environmental damage by sublessors of the facility. For this reason, studies such as the Gentile study of automobile emissions from an interim lessor's employees are demanded by the Air Force. At Gentile, the first attempt at an interim lease

has not yet been approved, though the city completed its actions six months ago.

Such requirements not only make the process difficult for the communities, they have the effect of keeping away possible lessors. At Gentile AFS, for instance, a major automobile manufacturer expressed interest in surplus buildings early in the closure process. The firm wanted a five-year lease because it wished to modify a building at the cost of \$10 million. The manufacturer was not willing to risk its investment on the possibility of getting a series of one-year leases. Therefore, it chose an alternate facility. Several communities in the cross-site analysis reported similar losses of potentially lucrative contracts due to firms being unable to settle for a one-year lease term.

From their study of the interim leasing process, the researchers conclude that a program which was designed to help the community has not done so. Interim leases happen with surprising infrequency, though most communities attempt to take advantage of the opportunity. The DOD's level of involvement is too great. Some studies appear excessive and consume valuable time and resources. Further, allowing only one-year lease periods harms community redevelopment efforts.

Environmental Issues. Closely related to the interim leasing problems are difficulties in the process of cleaning a contaminated base. Because polluted property cannot be transferred from the Federal Government until restored, the DOD must ensure that its properties are cleaned before transfer can occur. The requirement that base closures conform to NEPA drives the lengthy, unyielding process which ultimately results in an EIS and a cleanup plan. Parcelization benefits communities because it allows the community to assume ownership of the non-polluted areas while cleanup plans proceed for contaminated areas.

Because funding for cleanup is limited, sites are ranked according to the seriousness of their pollution problems. Those placed on the National Priority List are eligible for EPA Superfund coverage. Others, however, must wait until DOD funding levels permit cleanup. No matter the situation, the planning process for cleanup is long and difficult. Because a number of studies, including the MOA, the RI/FS, the FOST, and the EBS, must be completed before cleanup can begin, physical restoration is often delayed by years. Interviewees from several communities remarked that they would rather accept the polluted property, which might have problems as simple as asbestos in buildings, than wait for the government to study, plan, and execute cleanup of a facility. The researchers conclude that environmental restoration drives virtually the entire closure and

conversion process. The environmental cleanup process significantly affects communities, who must wait for studies, plans, and cleanup funding before they can claim ownership of property. In the meantime, they must attempt to lease parts of the base on a short-term basis or simply wait idly before executing their reuse plans.

At Gentile AFS, the environmental restoration process is in its early stages. Further, the base has fewer environmental problems than most other closing bases. Therefore, it is not possible at this time to draw meaningful conclusions about the environmental cleanup process at Gentile AFS.

Attitudes of communities toward federal agencies. The study of the previous subject areas provided important insight into the roles of the community in base conversion and into the community's interface with other participants in the conversion process. The next three sections examine more thoroughly the relationships between the community and three important closure agencies, the OEA, the BTO, and the AFBCA. It also examines the roles which the agencies seem to fulfill and presents conclusions about how appropriate such roles are.

OEA. The study of the OEA revealed that community conversion personnel react positively when asked about the agency. This is true even though several interviewees

described the agency as slow, bureaucratic, and frustrating. The OEA establishes a presence in each base closure community soon after the closure announcement is made. Among the initial services it performs are providing instructions and advice on applying for OEA grants, providing a series of technical assistance manuals, and directing community leaders toward conversion personnel in other communities affected by base closures. This initial presence gives the community a sense of where the conversion process begins. By suggesting that applying for federal financial assistance is the first step in the conversion process, the OEA's actions seem to establish early in the conversion process that the Federal Government is a key source of resources which the community should tap. While the issue of how much federal involvement is appropriate is discussed in the recommendations section, it is important to note at this point that the OEA's initial presence both establishes a community's reliance on the Federal Government and suggests that the government's role will be significant.

The OEA representative assigned to the community provides guidelines and examples to aid the community in completing funding requests. Respondents noted that the representative provided advice on proper "wording" of such items as job descriptions. Apparently, the guidance is insufficient. Many of the interviewees reported that, even with the initial guidance, they were still required to send

the application back and forth more than one time to make what most described as "minor" changes in the applications. As already described, such requirements negatively affect the speed at which the city may proceed with building its reuse plan.

Another observation which became clear during the study is that the OEA is the only agency which initially attempts to educate community leaders about the base conversion process. Because the education seems limited to the OEA grant application process and information about how other conversion efforts have been successful, it appears too limited to prepare communities for the reality of the complex conversion process. Observation during the case study suggests that as communities are gradually introduced to the difficulties of gaining control of a closing base, the initial optimism gained during early association with the OEA begins to fade into frustration and cynicism. The researchers conclude that, as the only federal source of initial community education, the OEA initially projects an overly rosy and simplistic portrait of the conversion process. Such a picture does not adequately prepare communities for reality.

A final conclusion is that the OEA is involved in areas which it should delegate to communities. For instance, once a community selects an individual to serve as a reuse coordinator, the OEA must approve the individual. The

consultant chosen by the community to develop a reuse plan for the closing base must also be approved by the OEA. Such requirements delay the speed with which the community can plan and implement a reuse strategy. If the OEA is intended to provide technical advice and conversion funding, it perhaps should focus on these activities and abandon activities nonessential to this support.

BTO. A major reason for the creation of the BTO was to assist communities in sidestepping obstacles in the complex, bureaucratic process that base conversion has become. The BTO appoints a coordinator, usually an employee of the closing base who has no base closure or conversion experience, to each affected base to serve as a liaison between the government closure agencies and the community. Each of the bases on the 1993 closure list were assigned a BTC, as were bases from previous lists which had not yet experienced full recovery.

Based on data from the case study and the cross-site analysis, a difference seems to exist in the attitudes of community representatives toward this agency. The difference seems based on whether or not the base received a BTC at the beginning of the closure process. Interviewees at each of the four bases from the 1993 list expressed positive overall views of the BTO. The only other respondent who discussed the BTO blasted the agency for its

failure to adequately represent the community's interest. There are two plausible explanations for this difference. The first is that the BTC at the latter base is an "outlier" who does not perform his function properly. The second, and perhaps more likely, is that adding an additional agency to the conversion process is difficult for communities already involved in the process to accept. On the other hand, communities that were assigned BTO representatives at the beginning of the conversion process, were able to turn to this representative for guidance. The BTC served as a local point of contact and a "sounding board". These communities may have formed a positive attitude toward the agency early in the process.

Most of the respondents expressed concern that the newly created agency provided the community with a new office to interface with, which has no authority, no clear responsibility, no resources, and a mandate to involve itself in every aspect of the conversion process. These seem to be reasonable concerns. The BTO was created to fill a specific need--untangling red-tape and ensuring communication between other participants in the closure process. It was not designed to provide funding--funding is the domain of the OEA. Nor was it designed to carry out environmental cleanup or physical base closure--those tasks are the domain of the AFBCA. Accordingly, the office seems to have no specific tasking and no resources. Communities

seem to have a problem identifying the "value" that the BTC position adds to the closure process.

In Kettering, the BTC appears to be well-liked by those involved in the transition. He is perceived as helpful and hard working. He has first-hand knowledge of Gentile AFS's facilities, strengths, and weaknesses, and this experience may help him in his relationships with other agencies. Like other BTC's, he is "blazing a path", without specific guidelines or taskings. In his own words, he "does the best [he] can and hopes it's best for the community" (Dollarhide, 1994).

The researchers conclude that in its current form, the BTO adds little tangible value to the closure process. An agency created to cut red-tape inherently adds more. For example, because the installation commander must approve all interim leases, one BTC sought his approval of a prospective tenant early in the interim lease. The BTC organized a group of seven base personnel, including a public affairs expert, a lawyer, a facility manager, and the installation commander to approve the interim lease at various points in the process. An office with no authority essentially created an additional layer of bureaucracy which the community must work through. If an agency must be created to manage the complexity of a process, the researchers conclude that the process itself is flawed. In such a case, creation of new layers of coordination is not the solution.

However, the researchers conclude that having an on-site representative is a good idea. An individual from a federal assistance agency who is a community advocate, such as the BTC, and has access to the resources necessary to provide tangible assistance, may be valuable to the conversion process.

AFBCA. Overall, the case study and cross-site analysis suggested that attitudes toward the AFBCA are closely related to those toward the Air Force. As the Air Force agency which establishes a visible presence during the base closure process, the AFBCA seems to become confused with the Air Force. The role of the AFBCA, however, is narrow. The agency is charged with environmental restoration and property disposal. To execute such a responsibility requires the AFBCA to interface with a number of agencies, including the AFCEE, GSA, state and national EPAs, BTO, the National Park Service, historical preservation agencies, and state and local governments. The number of agencies with which the AFBCA must interface suggests a complicated process at which the AFBCA is the center. The analysis of data lead to several important conclusions about the role of the AFBCA.

First, the only base studied which was not an Air Force base was Chase Field N.A.S., Texas. The community representative was the only interviewee who claimed a

successful conversion. It may be noteworthy that the only community which did not work with the AFBCA was successful in its conversion effort. The AFBCA is unique to the Air Force--the other service branches have no agency which performs the role which the AFBCA performs. The researchers conclude that it is possible that the existence of the AFBCA adds a layer of bureaucracy which negatively affects the success of conversion efforts in communities adjacent to Air Force installations.

Second, representatives of communities which are involved in the early stages of the conversion process seemed more likely to express favorable opinions toward the AFBCA. The study of Gentile AFS revealed that the AFBCA did not select a site representative until nine months after the closure announcement. As of 30 June 1994, the office still consisted of a single individual. In contrast, bases which were well into the conversion process had AFBCA offices with as many as 15 employees. One interviewee remarked that because the base was early in the conversion process, the role of the AFBCA is small. He added that he expected the office to grow. Perhaps, as the AFBCA presence becomes greater, and as the base nears its closure date, the office becomes more entrenched in regulations and must interface with more agencies.

Whether or not such a premise is true, it is apparent that communities in the later stages of base closure

expressed dissatisfaction with the role and performance of the AFBCA. Interviewees blamed the AFBCA for a continuum of activities, from not allowing new construction to consulting its headquarters for permission to rename a base street.

Based on data obtained in the case study, the researchers conclude that such dissatisfaction may be misplaced.

According to Gentile's AFBCA Site Representative, the role of the AFBCA and the power of its office are misunderstood. He states that the AFBCA is not a "value-added" agency. He further explained that the site representative of the AFBCA has no decision-making authority--the role is strictly coordination among the various participating agencies. When asked how a community might blame the AFBCA for unwillingness to rename a base street, he noted that the AFBCA, as the community's focal point for base closure issues, is often the bearer of information rather than the originator of a requirement. In the case of the base street, he suggested that an agency such as the National Historic Preservation Office has a jurisdiction over facilities such as old bases, and their authority is needed to alter historic sites. In contrast to what the common perception seems to be of the AFBCA, he describes himself as an "information-disseminator".

As with the case of the BTO, the researchers conclude that the AFBCA is an agency which complicates, rather than eases, the communities' conversion effort. The reason for

this is that the agency's site representative is not given authority to make decisions; because he/she can only communicate the decisions of others, he/she is an extra coordination step in an already complex process. The other service branches have not recognized the need for such an organization, and if Chase Field N. A. S. is representative of other non-Air Force bases, the closure and conversion process is not negatively affected by the absence of such an agency.

Generalizability and Limitations of the Research

The conclusions drawn from this research project may be generalizable to the overall base closure process at Air Force bases. Several factors, however, may limit the generalizability of the conclusions to the closure of individual bases, especially non-Air Force bases.

First, the methodology involved qualitative techniques such as in-depth interviews. In such research projects, it is often difficult to reproduce the results. Further, the qualitative nature of the data analysis may be inadvertently affected by the interpretation of the researchers.

Second, to perform the in-depth interviews, it was necessary for the researchers to identify themselves as students at the Air Force Institute of Technology. Because respondents may have associated the researchers with the Air

Force, their responses may have been influenced by the connection between the researchers and the Air Force.

Third, the size of the sample studied may limit generalizability. Including the case study, 14 base closure communities were studied. While it was necessary to limit the number of base closures to study, it is also true that each community is faced with a unique set of circumstances and challenges. Since no base closure proceeds in the same manner, it is possible that conclusions drawn are only generalizable to the 14 bases chosen.

Fourth, generalizability to base closures outside the Air Force may be limited because only one of the 14 bases studied was a non-Air Force installation.

Notwithstanding these limitations, the research suggests that changes in the level and quality of federal base closure assistance to communities might improve the conversion process and enable the affected communities to more quickly recover from the closure of a nearby military base. The following section presents recommendations which could improve the base closure and conversion process.

Recommendations for Improving the Process

Based on the conclusions drawn from the analysis of the case study and cross-site analysis data, it is evident that major changes need to be made in the level and type of assistance which the Federal Government provides communities

affected by base closures. Three recommendations are outlined in this section.

First, community leaders must be given immediate, coordinated, relevant training on how the base closure and conversion process works. The initial presentation by the OEA is too simplistic and paints an inaccurate picture of the conversion process. Communities need up front exposure to each agency which participates in the process. Agencies should form a coordinated team which works together to thoroughly explain the role of each agency and the role of the community. The team should realistically describe the timeline involved in the grant process, environmental restoration, federal screening, and property transfer.

Second, the grant funding process might be improved if the OEA participated more in the application process. Since the agency has 30 years experience in providing grants to communities, it seems unreasonable to not involve itself in the process to ensure that the community accurately completes the application the first time. It seems plausible that the OEA could even provide preprinted formats which community leaders could merely sign.

Third, and most significantly, the structure of federal base closure assistance should be changed. The OEA performs its role from the Pentagon, except for initial field visits to introduce itself and its services to the community. Its services appear limited to grant funding, dispersion of

technical manuals, and advice. The BTO places a representative in the community to serve as a liaison between the participants in the conversion process. The BTC has no authority; he can only serve as a communicator. However, it is clear that, by creating extra coordination steps, the BTC may actually further complicate the very process the office is designed to untangle. The AFBCA also has no authority, though it has a specific mission. These three agencies form the core of the base conversion process. The community interfaces with each of the agencies for a different function. Each of the agencies, however, is a separate DOD agency.

When this project began, the researchers expected to find that the multiple federal agencies were duplicating the efforts of each other. Instead, the process observed was a maze of coordination where the agencies have little or no authority to make decisions or guide the process. Each participant seems to be a slave to a process that is relentlessly bureaucratic.

Federal assistance should be minimal and clearly defined. It should consist of reuse planning assistance (including funding), environmental restoration assistance, and property transfer. A single agency, not three, based at the Pentagon, but with a staff at each closing base, must direct all three of these phases. Such an agency would essentially consolidate the functions of the OEA, the BTO,

and the AFBCA. A unified federal effort would present a single federal "face" to the community, rather than three independent fronts.

The individuals at the base must be skilled in the laws, regulations, and policies concerning environmental cleanup, property transfer, and community reuse activities. Further, the locally-placed office must be decentralized--its staff must be given the authority to make decisions, carry out regulations, and make exceptions to rules when such rules hamper the community's economic recovery. It must also be given adequate financial resources to perform these roles.

Recommendations for Further Research

The complexity and scope of the base closure and conversion issue impacts many fields, many organizations, and many communities. While this research project focused on the role of the Federal Government in assisting communities in their recovery efforts, three opportunities for further research seem particularly evident.

First, a study should be accomplished which compares the closure and conversion process at Air Force bases, which have a specific conversion agency, to the process at Navy, Army, Marine Corps, and Defense Logistics Agency installations, which do not have a specific conversion agency. The study might explore the effect of the AFBCA on

the conversion process and on the success of a community's conversion.

Second, a study of the federal screening process is needed to explore the use of closing facilities by other federal agencies. Perhaps the study could determine if federal interests and community conversion efforts are best served if portions of bases which are slated for closure, and in many cases, are proceeding with the closure process, are claimed by other federal agencies. In each of such cases observed in this project, the agency claiming the closing facility was another DOD agency. The current process seems to be a contradiction. The DOD wants the base closed to save money and better support the military infrastructure. Keeping the base open for a smaller number of organizations, while sometimes convenient, seems to jeopardize the entire base closure process.

Third, an exhaustive study should be undertaken to follow up this research project. A project which studies the possible consolidation of the OEA, BTO, and the AFBCA into a single, integrated community assistance agency is overdue. The current process seems to be a drain on the resources of the government and a stumbling block for communities affected by military base closures.

Appendix A: Gentile AFS Reuse Committee

Members of the DESC Reuse Committee and the interests they represent:

Committee Member	Interest
Colin Campbell	Chamber of Commerce
Kevin Carver	County Director of Community and Economic Development
Charles Curran	County Commissioners
Richard Hartmann	Mayor of Kettering
Jon Hazelton	Society Bank
Peter Horan	City of Kettering
Steve Huseman	City of Kettering
Steve Lake	Dayton Power and Light Company
Charlie Metcalf	Citizenry
Gerald Miller	Miller Valentine Group
Bear Monita	Congressman Tony Hall
Ronald Moore	Bell Industries
Bill Odoizzi	Regional Growth Association
Gerald Paprocki	Ohio Department of Development
Maureen Pero	Dayton Department of Economic Development
Will Taylor	Dayton Power and Light Company
Willie Walker	Dayton Urban League
Ron Wine	Regional Growth Association

Appendix B: Cross-Site Analysis Respondents

This appendix provides the names of the respondents in the cross-site analysis. Each of these respondents represents a local conversion agency, and the phone numbers for these agencies are provided.

Base	Respondent	Phone Number
Myrtle Beach AFB, SC	Mr. Cliff Rudd	(803) 238-0681
George AFB, CA	Mr. Peter D'Errico	(619) 246-6115
Eaker AFB, AR	Mr. Joe Gurley	(501) 532-2100
Chase Field N. A. S., TX	Mr. Brad Arvin	(512) 358-4641
Williams AFB, AZ	Mr. Wayne Palmer	(602) 988-1013
Chanute AFB, IL	Mr. Ray Boudreaux	(217) 893-1661
Carswell AFB, TX	Mr. Derrick Curtis	(817) 377-8061
Bergstrom AFB, TX	Ms. Susan Sheffield	(512) 495-7541
Pease AFB, NH	Ms. Jeanne Hill	(603) 433-6088
Mather AFB, CA	Mr. Angela Verbaere	(916) 440-5833
Plattsburgh AFB, NY	Ms. Rosanne Murphy	(518) 561-5640
Newark AFB, OH	Mr. Wally Horton	(614) 522-5131
K. I. Sawyer AFB, MI	Mr. Raymond Amtmann	(517) 227-2111

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